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ABSTRACT

The investigation for this study relied heavily on interviews. The authors talked to trustees, the director, assistant director, business administrator, the divisional superintendents and their assistants, area superintendents, business officials, consultants, principals, and teachers. In addition to the interviews, the authors observed administrator meetings. The findings indicate a sense of satisfaction with the present structure and the decision making process in the school system. However, the findings also point to a substantial body of opinion that holds that the time has come for some significant changes. The report describes how a number of decisions are made in the school system, discusses a number of problems, using peoples' expressed concerns about the operation of the system, and analyze key issues that underlie many of the basic problems in the operation of the system. A final section outlines the current structure of the Waterloo school system and presents two alternative structures recommended by the authors. (JF)

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STRUCTURE, DECISION-MAKING, AND COMMUNICATION IN THE WATERLOO COUNTY SCHOOL SYSTEM

An Evaluation Report

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The Waterloo County Board of Education, constituted in 1968, instituted a dual structure with the Director of Education and the Business Administrator (Secretary-Treasurer) on the same administrative levels. When Ross Cruickshank was selected as Director of Education in January, 1969, he assumed responsibility for designing the academic organization of the system, and Jack Tummon, as Business Administrator, developed the internal business structure.

The new director, although given relative freedom in shaping the academic organization, was also constrained by practical concerns. First was the need to organize a large system from several small ones in a very short period of time. Another constraint, arising from Bill 44 which created the larger units, was the need to provide positions for those administrators affected by the county board re-organization. A final pressure was to adopt a structure that would be acceptable both to trustees and principals, of whom many were accustomed to smaller units of administration in which lines of communication were short and procedures for decision-making were direct and well understood.

Working within these constraints, the director based his plan for the academic organization on the functional design recommended in Developing School Systems by Greenfield et al. of the Ontario Institute for Studies in Education. He decided also that the organization should have a flattened structure to minimize the number of levels in the hierarchy and to shorten the lines of communication. The resulting structure contained both functional and area superintendencies. An assistant director was added with some responsibilities for personnel. The major functions, however, were assigned to three divisions--Operation, Planning and Development, and Educational Services--each headed by a functional superintendent and assistant superintendent. Within the Operations division, four areas were identified. These were geographically determined to some extent, but each area was designed to include both rural and urban schools. Each area would have approximately the same number of

secondary and elementary schools. Four area superintendents and four assistant area superintendents were to be responsible to the superintendent of Operations. In recommending persons for various superintendencies and assistant superintendencies, the director attempted to balance the positions between persons with elementary and secondary backgrounds.

Recognizing that the effective operation of such an organization depended upon close communication and coordination among the functional divisions, the director also introduced a decision-making and communications structure which linked administrators from the director to principals through groups with overlapping memberships. At the top an Academic Council, including functional and area superintendents, and the director and business administrator, served as a communications link with the Board and with functional councils in each division. The council within Operations had similar links with the area principals' meetings.

Thus the basic theory of this organizational and administrative plan aimed to ensure adequate attention to essential academic functions and to enhance involvement and communication within the large system. However, the impending retirements of several senior administrators, coupled with a desire to assess the structure in the light of current conditions and views, led the Waterloo County Board to establish an ad hoc committee on administrative structure.

Following some discussion meetings with staff members from the Department of Educational Administration and the Midwestern Field Centre of the Ontario Institute for Studies in Education, it was decided to institute a study focusing upon four levels of the organization: (1) the Board, (2) the Director, Business Administrator, and Academic Council, (3) the three academic Divisions and relevant positions and committees, and (4) the schools. From the study at each of these levels, the OISE team would develop flow-charts of decision-making and communications with respect to seven key decisions and related issues.

The report that follows presents the findings of our study and is the result of cooperative work by a study team. This team has shared responsibilities

and spent many hours in the collection and analysis of data. Altogether, fifty persons were interviewed and several meetings of different kinds were observed. Although the work of all team members contributed to the report, we should point out that Barr Greenfield assumed major responsibility for combining our earlier analyses into a cohesive document.

In presenting this report, we wish particularly to thank the Director of Education whose cooperation in arranging interview schedules and in facilitating our tasks was excellent. We also thank the many trustees, administrators, principals, coordinators and consultants, and teachers who answered our questions openly and whose friendliness made our work enjoyable. In our visits, the team came to have a feeling of commitment to the system and involvement in it.

Recognizing that every organization encounters difficulties in defining tasks and achieving goals, we commend the Waterloo County Board and its administrators for their willingness to recognize problems and to plan for resolution of them. We welcome the opportunity to discuss further the implications of our findings.

CHAPTER I

INTRODUCTION

At the request of the Ad Hoc Committee on Structure, we have focussed our studies upon three vital aspects of organization in the Waterloo County school system. These are the administrative structure, procedures for decision-making, and communication within the organization. While these features of an organization are important, and while it is common practice to speak of them as separate entities, it soon becomes apparent that they are but different faces of a single entity--the organization itself.

As consultants who had been asked to study these aspects of the Waterloo County education system, we came to our task largely as strangers to the organization. Our first aim, then, was to get to know the organization and to try to understand it in the way that people within the organization understand it. Our ultimate aim was to reflect our knowledge of the Waterloo school system back to those who are responsible for the administration of the school system, so that they may make informed decisions on what that organization should be like and whether changes are needed to make the present organization conform more closely to the purposes they would like it to serve.

We worked on the assumption that no one can know an organization completely, or, more accurately, that everyone sees an organization from his own particular vantage point. We have tried to combine the viewpoints of many people who see the Waterloo school system from very different places in the structure. What emerged from this procedure was not a single "right" view of the organization, but a multi-faceted expression of it.

The method of investigation relied heavily upon interviews. We talked to trustees, the director, assistant director, business administrator, the

divisional superintendents and their assistants, area superintendents, business officials, consultants, principals, and teachers. In addition to the interviews, we spent considerable time observing meetings of administrators. Perhaps inevitably, most of our efforts were concentrated upon trustees and central office personnel, since these are the persons who are most directly responsible for policy and decision-making in the school system.

Our interviews centred essentially around a few questions that were simple to ask and hard to answer: What are the important decisions in running the Waterloo County school system and how are they made? What problems are there in the decision-making, communication, or structure of the school system?

To characterize the findings of our study in the simplest possible form, we point to a belief shared widely throughout the system that its design is a good one which works well. The overall assessment is that the organization serves the educational needs of the community and that the board, administrators, and teachers have acted wisely to maintain and improve the quality of the service provided. Paralleling this global evaluation is another view--often held by the same people who make the overall positive assessment--that there are alternative ideas which, if they were expressed in new policies, procedures, and programs, would substantially change and improve the structure of the school system and its ways of making decisions and communicating. There is thus a situation in which two sets of ideas are in contention about how the school system should be structured and how it should be run. For the most part, the set of ideas embodied in the present structure and procedures of the school system predominates over the other.

In summary, then, our findings indicate a sense of satisfaction with the present structure and decision-making in the school system. But they point as well to a substantial body of opinion which holds that the time has come

to adopt some new conceptions of the role of education and to make some significant changes in the way it is provided in Waterloo County. Perhaps inevitably, the proponents of change are not always able to define a clear organizational alternative. Envisioning and realizing new organizations is never an easy task. A desire for change in the Waterloo school system is as real as the feeling of confidence in its present form. Therein lies the problem.

In Chapter II, we describe how a number of decisions--ones generally accepted as important--are made in the Waterloo school system. In Chapter III, we discuss a number of problems, using the expressed concerns of people with the operation of the system. This section of the report is organized around basic problems concerning structure, decision-making, and communication. In presenting each problem, we identify two prevailing viewpoints on how the problem should be resolved. We then discuss these views from our own perspective and develop some organizational implications for each view.

The fourth chapter of the report is devoted to an analysis of key issues which underlie many of the basic problems in the operation of the system. The key issues constitute the consultants' definition of pivotal problems in the school system; they arise from our analysis of how specific problems fit together into more general issues. Thus the key issues were not necessarily identified by people in the Waterloo system, as was the case with the problems discussed in Chapter III where the problems identified were those mentioned by interviewees. Like the chapter on basic problems, the key issues chapter is organized according to two viewpoints, a discussion, and a statement of organizational implications from each view, but these are approached from a broader level of generality than in the problems chapter.

The organizational implications, in both the chapter on problems and that on key issues, are presented without recommendation as to which should be adopted in the Waterloo school system. We make no recommendations on these because we

feel that an organizational design should reflect the basic philosophy or purposes which it is intended to serve. Our own views have already coloured the discussion found in the chapters on basic problems and key issues. We also present in Chapter V what amounts to a summary of our preferences for the structure of the Waterloo school system. These preferences are embedded in the structural alternatives B and C presented in Chapter V. These alternatives therefore constitute our recommendations; they reflect our values and not necessarily those of a majority of people in the Waterloo system. Their views are perhaps best reflected in alternative A, the design of the present structure. And yet the question of whether to change or not to change the present structure remains. And if it is to be changed, what modifications should be made in the structure?

In earlier chapters, we have tried to clarify and highlight issues in the operation of the Waterloo school system; we have tried also to identify what the organizational implications might be if the issues are resolved according to one viewpoint or the other. Resolution of these issues will come from discussion and action within the Waterloo school system, not from recommendations of the consultants. Ultimately, it is the Board which must determine what kind of structure is best for the school system. Our organizational recommendations cannot substitute for convictions in the Waterloo school system about the purposes education is to serve and about the best ways for achieving them.

CHAPTER II

DECISION-MAKING PROCESSES

In this chapter we present a series of diagrams showing the decision-making processes in each of the seven major decision areas. Each process is represented as a series of stages, arranged in chronological sequence beginning at the tops of the diagrams, each stage enclosed in its own box; the roles of individuals and groups are stated within the appropriate boxes. The diagrams are based primarily upon interview data gathered during the course of the study.

Budget

Figure I describes the budget-making process. The business division prepares a draft expenditure budget based upon estimates submitted by the four divisions, salary estimates, the previous year's budget, Ministry ceilings, staffing aiming points and the Board's priorities. (Operations bases its estimates in part upon need requests submitted by the schools through the Principals' and Headmasters' Associations).

The director, assistant director, the three divisional superintendents, assistant superintendent of operations, business administrator, administrator of finance, and the area superintendent with budget liaison responsibilities meet among themselves to review budget estimates. The initial budget coming from this review process then goes to the Board Chairman's Committee which reviews procedures for its presentation to the Board; this committee is made up of the chairman and vice-chairman of the Board, the director, business administrator, and administrator of finance. Following its presentation to the Board Committee of the Whole by the administrator of finance, the initial budget is revised by the Business Division and the group of officials which prepared it. As Ministry grants become known, they are incorporated into the drafting or revision process.

The final budget is then presented to the Board Committee of the Whole; when the Board in an open meeting has approved the budget and set the mill rate, an operating budget is prepared which specifies allocations to units and schools. During the course of the year, the administrator of finance monitors the expenditure of units and schools, and issues monthly summaries to them.

Major influences on the budgetary decision process are the Board priorities and policies, the director, the business administrator, and the administrator of finance.

Deployment of Personnel in Schools

Figure II describes the process of hiring teaching personnel and distributing them among the schools. Separate diagrams are provided for secondary and elementary schools.

Secondary: The director and superintendent of operations, in consultation with the business administrator, determine the staffing "aiming point"--the estimated number of teachers the system will be able to afford under Ministry guidelines. Operations and the secondary principals meet to determine the total number of teachers for secondary schools; the sizes of teaching staff for individual schools are negotiated among the principals, with the advice of Operations.

Principals choose those applicants whom they are interested in having interviewed by a school team consisting of themselves, vice-principals, and department heads; Planning and Development consultants are involved in an advisory capacity. Applicants also choose the school teams they will see. Following the interviews, hiring is done jointly by principals, who then choose teachers for their schools subject to the approval of the superintendent of operations and area superintendents.

Elementary: The "aiming point" is set by the director and assistant superintendent of operations, in consultation with the business administrator;

the total number of teachers in elementary schools is then determined by the assistant superintendent of operations and the area superintendents in consultation with the director and assistant director, and the sizes of individual school staffs are set by area superintendents in consultation with the principals under their jurisdictions.

Applications for elementary teaching positions are processed by the assistant superintendent of operations. Interviewing is done by teams of three principals, each area being responsible for one quarter of the candidates though hiring is done on a county-wide basis. Candidates with teaching specializations are also interviewed by subject consultants. On the basis of references, associate teachers' reports on beginning teachers, and interview reports, hiring is done by area superintendents and approved by the assistant superintendent of operations.

Teachers for special education classes and schools for the trainable retarded are interviewed by teams formed by the Educational Services division. These teams consist of behavioural and special education consultants, the coordinator of special education, a special class teacher, the superintendent of Educational Services or his executive assistant, and the principal of the school for the trainable retarded in which a vacancy occurs.

Newly-hired elementary teachers are allocated to areas by the assistant superintendent of operations and the area superintendents in consultation with principals. Within each area, teachers are assigned to schools by the area superintendent in consultation with principals.

Major influences in determining the number of teachers in secondary schools are the superintendent of operations, the director, business administrator, principals, and area superintendents; major influences at the elementary level are the assistant superintendent of operations, director, business administrator, and area superintendents. In the hiring phase of the process, major influences

at the secondary level are principals, area superintendents and the superintendent of Operations; for elementary teachers, the assistant superintendent of Operations replaces his immediate superior. For the placement of teachers in secondary schools, major influences are principals and area superintendents; for elementary schools, area superintendents and principals.

Appointment of Senior Administrative Staff

Figure III depicts the senior administrative staff appointment process. In the event of a senior administrative vacancy, a selection committee is set up under the chairmanship of the director, consisting of the Board chairman and vice-chairman, the assistant director, and two superintendents appointed by the director. The principle of balance between the two panels is maintained in senior appointments; both superintendents chosen to sit on the selection committee are of the same panel background as that preferred for the appointee. Selection committee recommendations are subject to Board approval.

Major influences in senior administrative appointments are the director and members of the selection committee.

Appointment of Principals

Appointment of principals is described in Figure IV. When a principalship vacancy occurs at the secondary level, the position is immediately advertised in the schools and applications are received for a period of one week. A selection committee is named by the superintendent of Operations, and approved by the director. This committee is chaired either by the superintendent of Operations or by the area superintendent in whose district the vacancy occurs, and consists of the director or assistant director, the superintendent of Operations, two superintendents with secondary background, and one superintendent with elementary background. The committee reviews candidates' résumes and appraisals which have been provided by their area superintendents. In one day,

the committee interviews all candidates for one-half hour each. Following each interview, the superintendent of Operations summarizes. The committee members then independently rate the top candidates according to the chairman's criteria and instructions. The ratings are discussed and consensus reached. The recommendation is then presented to an in-camera meeting of the Board prior to being announced.

Secondary vice-principal appointment procedures are similar, except that the selection committee includes a secondary principal. Those who will attend the Ministry principals' course are named by the Ministry from a ranked list recommended by the director; the list is prepared, on the basis of references and interviews, by a director's interview team consisting of the superintendent of Operations, the area superintendents, and a principal appointed by the Headmasters' Association. The Ministry selections do not always follow the ranking of candidates recommended by the director and selection committees.

The major influences in the appointment of secondary principals are the superintendent of Operations, selection committee, and the director.

The procedure for selection of elementary principals is somewhat different. Applications are called for once a year, through a notice placed in the schools. The selection committee, named and chaired by the assistant superintendent of Operations and approved by the director, includes three superintendents with elementary background and one superintendent with secondary background. The committee interviews and ranks the candidates. As vacancies occur, appointments of new principals are recommended to the Board. The assistant superintendent of Operations and the superintendent of the area in which the vacancy occurs initiate the recommendations from the list of ranked applicants.

Elementary vice-principals are appointed through procedures very similar to those used for the appointment of elementary principals. The naming of candidates to the Elementary Principals' Course follows the pattern for

secondary principals. However, the selection committee includes the assistant superintendent of Operations and the president of the Principals' Association.

The major influences on the appointment of elementary principals are the assistant superintendent of Operations, the selection committee, and the director.

Addition of Staff to Central Office Divisions

Figure V depicts the process followed in adding personnel to central office divisions. The need for additional staff is determined in consultation between the three divisional superintendents and the director; the director then consults the business administrator to cost out the proposed staff increase, and a proposal is then made for Board approval. Major influences are the director, business administrator, and divisional superintendents.

Supervision

Figure VI describes the supervision process. In both panels, classrooms are visited at intervals. At the secondary level, department heads, vice-principals, and the principal visit, and at the elementary level, the principal does. An annual report on each teacher is sent from the principal to the area superintendent; the teacher receives a copy.

New teachers, probationary teachers, teachers seeking certification, and teachers having difficulty are visited by a superintendent. Before completing his report, the superintendent consults with the principal. The assistant superintendent of Operations also offers a third opinion on teachers having trouble and visits candidates for shop certification. In some areas, the principal delivers the superintendent's report to the teacher; in others, the superintendent may himself discuss the report with the teacher. Effective September 1974, teachers will receive copies of all written reports.

The major influences on supervision are the area superintendent and the principal.

Provision of Special Services to Schools

The Division of Educational Services is in the process of implementing a preventive model of service in place of the traditional clinical approach with its emphasis on reaction to a problem after it has occurred. The preventive model attempts to eliminate those factors within an educational system which precipitate problems, and by working through teachers, guidance personnel, and consultative staff, to develop a program which would reduce the necessity for therapeutic counselling of individual students. In terms of this model, programs of remedial measures designed to reduce or eliminate those conditions inhibiting the progress of individual students or groups of students will be developed through consultation between Educational Services multi-specialty area teams and school staffs. Emphasis will thus be placed on working with teachers, groups of teachers, and schools, rather than on the "treatment" of problem students.

The provision of special services is described in Figure VII. In both panels, the school identifies the student having some difficulty, and then discusses the problem with a contact person from the team. The contact person may handle the problem on his own, or he may discuss it with the area team. The team may then decide to refer the student to a special class or an outside agency. Alternatively, the contact person or the team might try to help schools to deal themselves with students who have common problems.

If the team decides to take on the problem itself, it may work directly with the child or children, or may help teachers to develop some kind of strategy for coping with the problem. At the elementary level, either or both approaches may be used. At the secondary level, however, the team rarely does

other than work with the student himself. The Educational Services Division executive meets weekly to discuss the nature of problems being handled by the teams and, with the approval and cooperation of Academic Council and the director, develops inservice programs for use with groups of teachers. These programs are used in the elementary schools almost exclusively, and are often related to specific problems the teachers may be having.

The major influences at the secondary level are the principal, guidance people, the classroom teacher, and the team; at the elementary level, the team itself has the most influence, followed by the principal and the classroom teacher.

Program and Curriculum Development

Program and curriculum development is described in Figures VIII and IX. Figure VIII describes the process at the county level. The Curriculum Council is composed of representatives from the Planning and Development Division, federations, coordinators, subject councils, superintendents, and principals. It reviews program requests, questions, and proposals from teachers or the community. The Council then advises the Planning and Development Division on the establishment of curriculum committees.

For secondary schools, a county committee composed of teachers and consultants develops guidelines in cooperation with the subject associations. These guidelines are referred first to the Curriculum Council for approval, and then to the Planning and Development Division for final approval and issuing of a guidebook. Department heads and principals decide the extent of implementation at the school level.

Elementary curriculum committees include teachers, consultants, and principals. They follow procedures similar to those at the secondary level. After Planning and Development has issued the guidebook, a county meeting is held under the leadership of the curriculum committee to present and explain

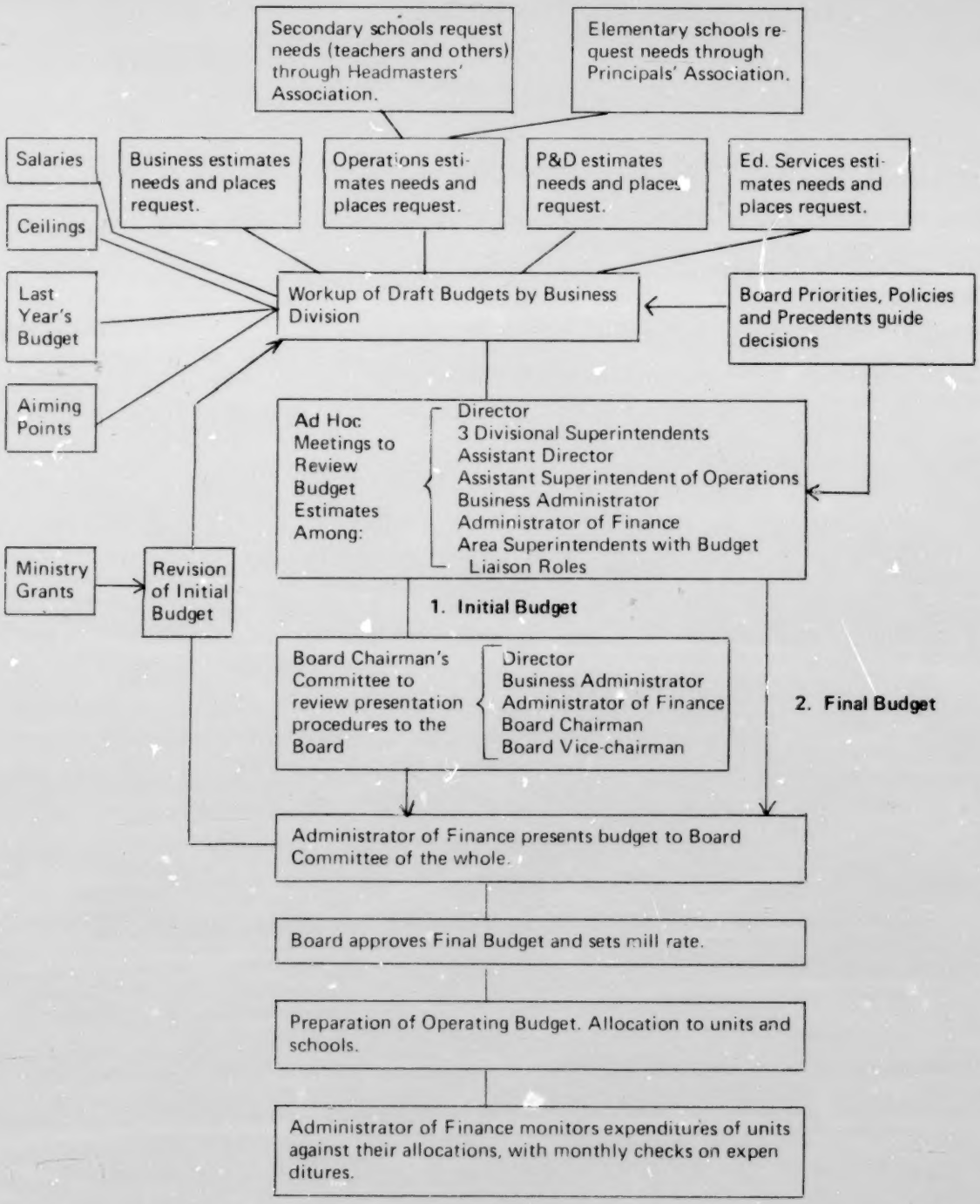
the new program to principals and teachers. The principals then arrange for further inservice programs in their schools, and decide to what extent the guidelines will be implemented in them. Consultants, on occasion, may also initiate inservice programs in schools.

In secondary schools the county committee and the subject association have a major influence on planning of new programs. The department heads and principals in consultation with their staffs, have the most influence on extent of implementation.

In elementary schools, the county committee and involved consultants have a major influence on program planning. The principal, in consultation with his staff, decides the extent of implementation.

Figure IX depicts the process in the schools. Teachers or principals may request assistance with the development or implementation of new programs. The consultant may provide direct assistance in the school itself, or may work with groups of teachers who have similar interests. The superintendent may also request that a consultant visit a school in a resource capacity. On occasion, where a teacher is having some difficulty, the consultant may be requested by a superintendent or principal to provide the teacher with some guidance and assistance.

BUDGET Figure I


Secondary schools request needs (teachers and others) through Headmasters' Association.
Elementary schools request needs through Principals' Association.
Salaries
Ceilings
Last Year's Budget
Aiming Points
Business estimates needs and places request.
Operations estimates needs and places request.
P&D estimates needs and places request.
Ed. Services estimates needs and places request.
Workup of Draft Budgets by Business Division
Board Priorities, Policies and Precedents guide decisions
Ad Hoc Meetings to Review Budget Estimates Among:
Director
3 Divisional Superintendents
Assistant Director
Assistant Superintendent of Operations
Business Administrator
Administrator of Finance
Area Superintendents with Budget Liaison Roles
Ministry Grants
Revision of Initial Budget
1. Initial Budget
Board Chairman's Committee to review presentation procedures to the Board
Director
Business Administrator
Administrator of Finance
Board Chairman
Board Vice-chairman
2. Final Budget
Administrator of Finance presents budget to Board Committee of the whole.
Board approves Final Budget and sets mill rate.
Preparation of Operating Budget. Allocation to units and schools.
Administrator of Finance monitors expenditures of units against their allocations, with monthly checks on expenditures.

Major Influences

1. Board Priorites and Policies
2. Director
3. Business Administrator
4. Administrator of Finance

DEPLOYMENT OF PERSONNEL

Figure II

Secondary

Define aiming points: Director and Superintendent of Operations estimate number of secondary teachers permitted under Ministry of Education guidelines. Consultation with Business Administrator.

↓

Total Number of teachers determined by Operations and secondary principals on estimated enrolment basis.

↓

No. of teachers allotted to particular schools negotiated between secondary principals, with Operations advice.

↓

Interviews by schools (Principals, VP's, and Department Heads)
- principals choose candidates for interviews
- candidates choose teams they will see
- P&D personnel are involved in an advisory capacity

↓

Hiring
- jointly by principals
- one county list

↓

Principals choose from list, with approval of Superintendent of Operations and Area Superintendent.

Elementary

Define aiming points: Director and Assistant Superintendent of Operations estimate number of elementary teachers permitted under Ministry of Education guidelines. Consultation with Business Administrator.

↓

Total Number of teachers determined by Assistant Superintendent of Operations and Area Superintendents. Director and Assistant Director are also involved.

↓

No. of teachers allotted to particular schools determined by Area Superintendent in consultation with Area principals.

↓

Applications are processed by the office of the Assistant Superintendent of Operations. All applicants are interviewed.

↓

Each area hires ¼ of new teacher complement for placement anywhere in the county

↓

Hiring Process
1. Candidates interviewed by teams of 3 principals
2. Interviewed by subject area specialists where appropriate
3. Approved by Area Superintendent
4. Approved and forwarded to Board by Assistant Superintendent of Operations

↓

Assistant Superintendent of Operations and Area Superintendents assign the new teachers to areas in consultation with principals.

↓

Area Superintendents in consultation with principals assign teachers to schools.

Major Influences

Secondary

No. of Teachers:
1. Superintendent of Operations
2. Director
3. Business Administrator
4. Principals
5. Area Superintendents

Hiring:
1. Principals
2. Area Superintendents
3. Superintendent of Operations

Placing:
1. Principals
2. Area Superintendents

Elementary

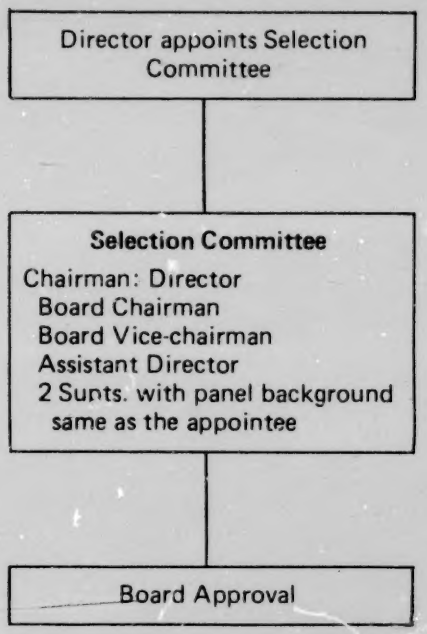
No. of Teachers:
1. Assistant Superintendent of Operations
2. Director
3. Business Administrator
4. Area Superintendents

Hiring:
1. Principals
2. Area Superintendents
3. Assistant Superintendent of Operations

Placing:
1. Area Superintendents
2. Assistant Superintendent of Operations

Figure III

APPOINTMENT OF SENIOR ADMINISTRATIVE STAFF



Major Influences

1. Director
2. Selection Committee

APPOINTMENT OF PRINCIPALS

Figure IV

Secondary

Advertisements with one week deadline placed in schools as vacancies occur.

↓

Selection committee named by Superintendent of Operations with Director's final say.

↓

Committee
Director or Assistant Director
Superintendent of Operations
2 secondary and 1 elementary superintendent
Chaired by Superintendent of Operations or Area Superintendent with vacancy.

↓

Committee receives vitae and appraisals from candidates' Area Superintendents.

↓

½ hour interviews on same day.
Superintendent of Operations summarizes after each interview.

↓

Independent rating of top candidates (Chairman's criteria and instructions).

↓

Recommended appointment presented to an in-camera session of the Board. Announcement subject to approval.

Elementary

Advertisements with one week deadline placed in schools once a year. No schools named.

↓

Selection committee named by Assistant Superintendent of Operations and approved by Director.

↓

Committee
Chairman: Assistant Superintendent of Operations
3 elementary & 1 secondary superintendents

↓

Ranking of Candidates

↓

Appointments recommended in order of ranking as vacancies occur. Assistant Superintendent of Operations and Area Superintendent place the appointee. Announcement subject to Board Approval.

↓

Transfers of principals by re-application.

Vice-Principals

Procedure as for principals
Selection committee includes a principal

Principals' Course

Director appoints selection committee composed of Superintendent of Operations, Area Superintendents, 1 principal. Committee rank orders applicants. Director recommends list to Ministry which makes final selections.

Vice-Principals

Procedure as for principals
Selection committee includes President of Principals' Association

Principals' Course

Procedure as for secondary principals' course. Selection Committee includes Assistant Superintendent of Operations, Area Superintendent, and President of the Principals' Association.

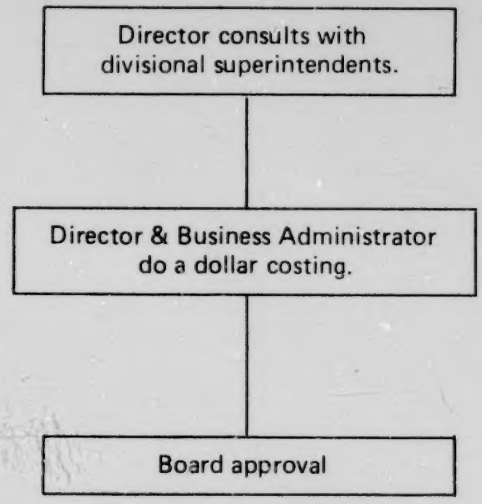
Major Influences

1. Superintendent of Operations
2. Selection Committee
3. Director

1. Assistant Superintendent of Operations
2. Selection Committee
3. Director

ADDING NEW STAFF POSITIONS TO CENTRAL OFFICE DIVISIONS

Figure V

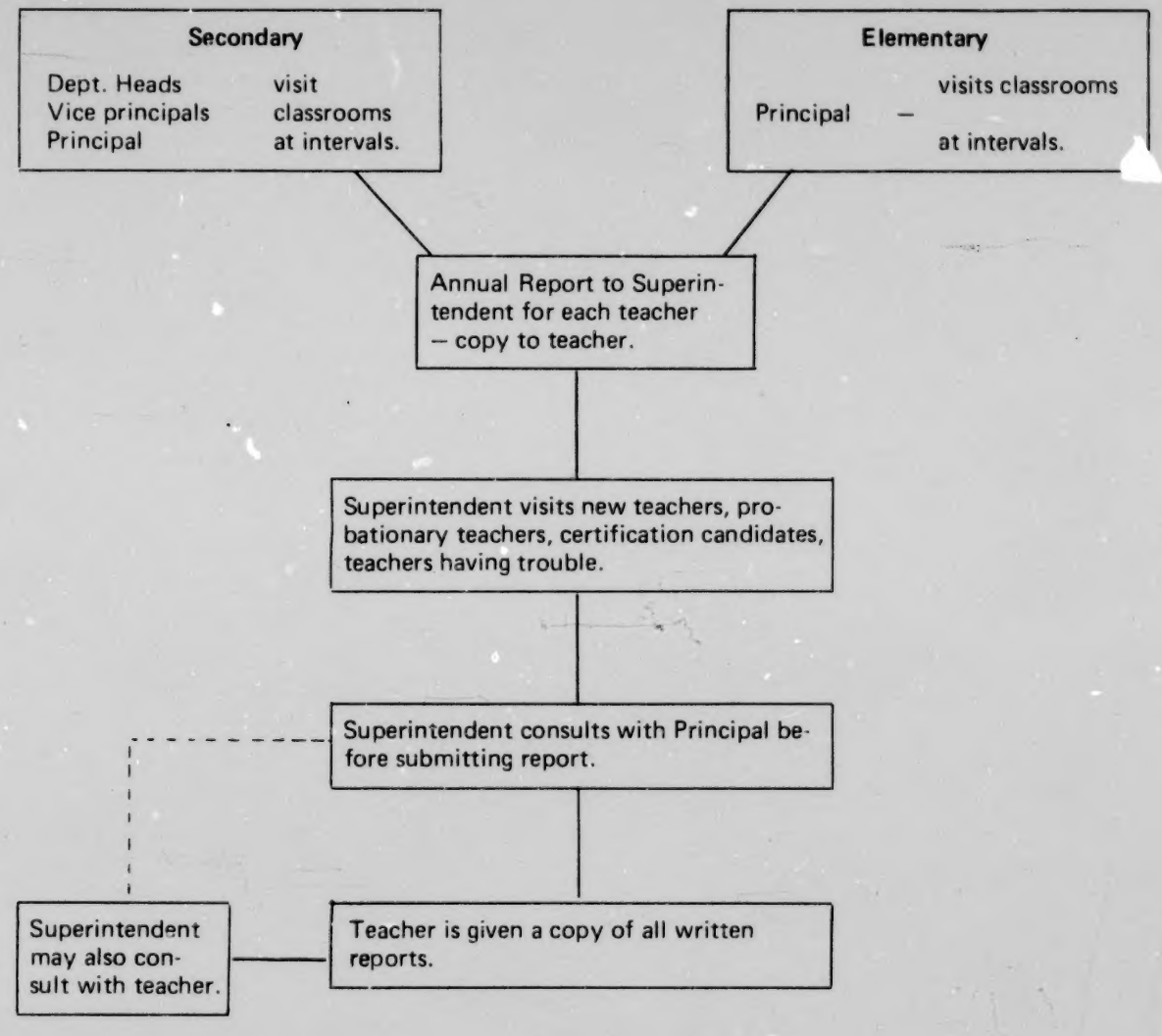

Director consults with divisional superintendents.
Director & Business Administrator do a dollar costing.
Board approval

Major Influences

1. Director
2. Business Administrator
3. Divisional Superintendents

SUPERVISION

Figure VI

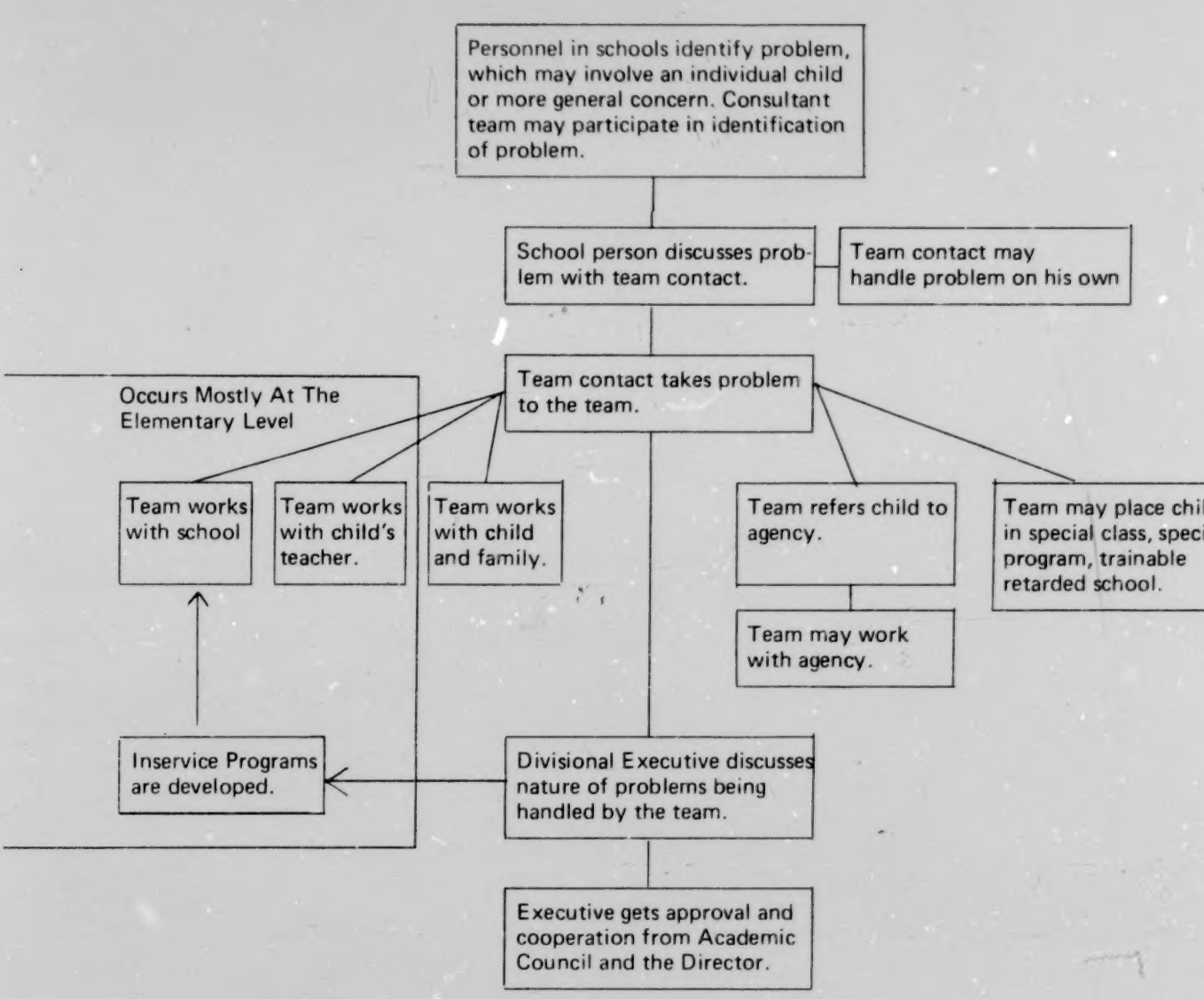


[Assistant Superintendent of Operations also offers a 3rd opinion on teachers having trouble, and visits candidates for shop certification.]

Major Influences

1. Area superintendent
2. Principal

PROVISION OF SPECIAL SERVICES * Figure


Personnel in schools identify problem, which may involve an individual child or more general concern. Consultant team may participate in identification of problem.
School person discusses problem with team contact.
Team contact may handle problem on his own
Team contact takes problem to the team.
Occurs Mostly At The Elementary Level
Team works with school
Team works with child's teacher.
Team works with child and family.
Team refers child to agency.
Team may work with agency.
Team may place chil in special class, speci program, trainable retarded school.
Inservice Programs are developed.
Divisional Executive discusses nature of problems being handled by the team.
Executive gets approval and cooperation from Academic Council and the Director.

Major Influences

Secondary

1. Principal
2. Guidance Teachers
3. Classroom Teachers
4. Team

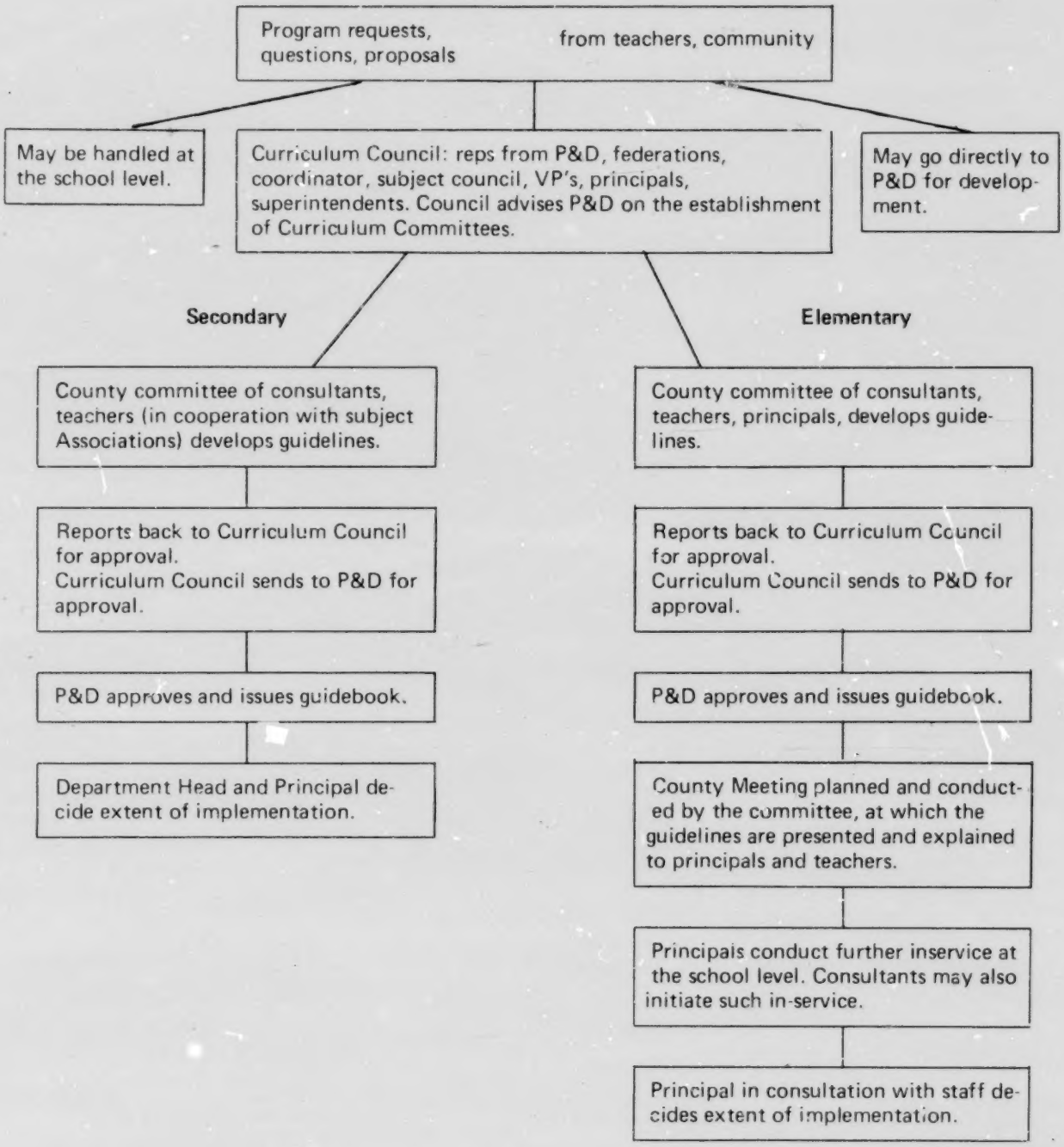
Elementary

1. Team
2. Principal
3. Classroom Teachers

*This diagram does not include the line responsibility of the Educational Services Division for schools for the trainable retarded.

PROGRAM AND CURRICULUM DEVELOPMENT (COUNTY LEVEL)

Figure VIII


Program requests, questions, proposals from teachers, community
May be handled at the school level.
Curriculum Council: reps from P&D, federations, coordinator, subject council, VP's, principals, superintendents. Council advises P&D on the establishment of Curriculum Committees.
May go directly to P&D for development.
Secondary
Elementary
County committee of consultants, teachers (in cooperation with subject Associations) develops guidelines.
Reports back to Curriculum Council for approval.
Curriculum Council sends to P&D for approval.
P&D approves and issues guidebook.
Department Head and Principal decide extent of implementation.
County committee of consultants, teachers, principals, develops guidelines.
Reports back to Curriculum Council for approval.
Curriculum Council sends to P&D for approval.
P&D approves and issues guidebook.
County Meeting planned and conducted by the committee, at which the guidelines are presented and explained to principals and teachers.
Principals conduct further inservice at the school level. Consultants may also initiate such in-service.
Principal in consultation with staff decides extent of implementation.

Major Influences

For Secondary Planning

1. County committee
2. Subject Association

For Secondary Implementation

1. Department Heads
2. Principal

For Elementary Planning

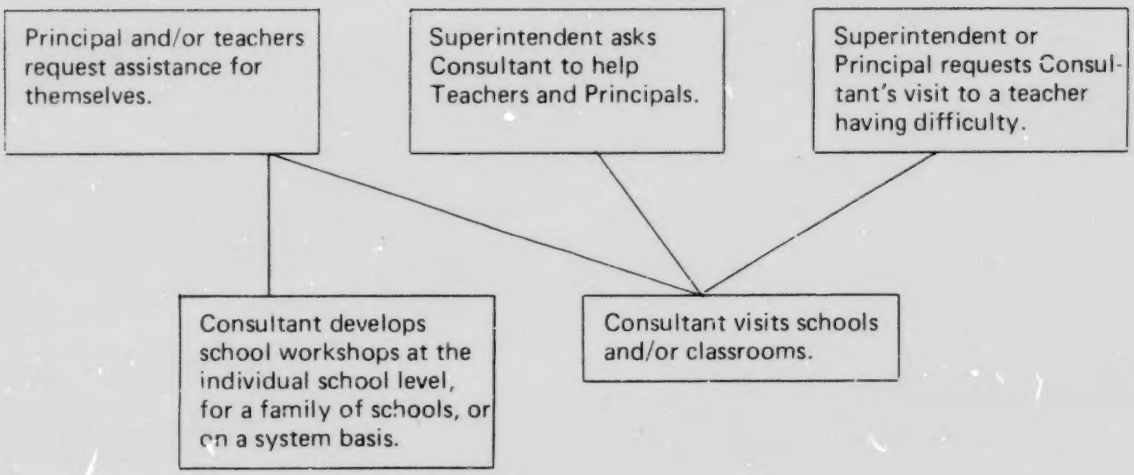
1. County committee (consultants)

For Elementary Implementation

1. Principal

PROGRAM AND CURRICULUM DEVELOPMENT
(SCHOOL LEVEL)

Figure IX


Principal and/or teachers request assistance for themselves.
Superintendent asks Consultant to help Teachers and Principals.
Superintendent or Principal requests Consultant's visit to a teacher having difficulty.
Consultant develops school workshops at the individual school level, for a family of schools, or on a system basis.
Consultant visits schools and/or classrooms.

CHAPTER III

BASIC PROBLEMS

In this chapter, we describe several basic problems identified from what people said to us in interviews and from what we saw them doing in our observations. Those concerns related to structure are considered first. These problems have to do with the design or definition of the organization, with the nature of the roles within it, and with the relationships between these roles. Problems concerning the processes of decision-making and communication are considered subsequently.

The various problems are presented through a common format. We begin by defining the problem from two points of view: the first viewpoint reflects and supports the existing organization or practice within it, while the second reflects the belief that some alteration is needed in the existing state of things. The discussion section provides an elaboration of the viewpoint which favours some change. It is based largely upon concerns directly expressed by different persons within the Waterloo system. However, it must be borne in mind that many of the people who described problems in the system's operations also feel that the organization is satisfactory on the whole. That is, our interviewees generally made statements supportive of both the "status quo" viewpoint and the "change" viewpoint. Finally, we present some organizational implications from each viewpoint.

BASIC PROBLEMS CONCERNING STRUCTURE

Interlock of Divisions

The first problem has to do with the interlock, or coordination, of the three academic divisions in the system: Operations, Educational Services, and Planning and Development. Each of the divisions is headed by a superintendent. In the Operations division, there are also an assistant superintendent, four

area superintendents, and four assistant area superintendents. In the Planning and Development division, there is one assistant superintendent, while there is an executive assistant in the Educational Services division. These officials serve on the Academic Council.

The interlock of divisions problem is clearly related to the key issue dealing with the separation of administrative functions, which is discussed in Chapter IV. However, the basic problem deals with specific ways for achieving coordination among the functions.

The Problem: Two Views

The views on this problem diverge on what kind of council should provide coordination among the three academic divisions. One view holds that it is necessary to have only a relatively weak decision-making and coordinating link among the academic divisions, since this link is already provided at a higher level by the director and at a lower level by the Academic Council. The alternate view holds that a strong communication and decision-making unit is needed to link the senior administrative officials and the superintendents of the three academic divisions.

(1) The Academic Council is the main forum for communications and decision-making on all matters bearing on the administration of educational programs in the Waterloo school system. It is the only council which brings together all of the senior administrators responsible for these programs. It is appropriate, therefore, that this Council bear the main responsibility for policy development and implementation with respect to these programs. To the extent that further coordination is required among the divisions, it is provided by the director dealing personally with the superintendents of the divisions.

(2) While the Academic Council has the strength inherent in a forum

including all central office administrators in the school system, it has the serious disadvantage of over-representing the operational function of schools. The apparent power of the Academic Council is not always what it appears to be and it is therefore sometimes necessary to "correct" its decisions through the intervention of the director or other senior administrators. The function of the Academic Council is more like that of an Operations Council. If this is desired, it would be better to recognize this fact and to build another council which would clearly contain the senior administrative decision-makers in the system. Decisions affecting the entire system should be taken consistently in this council rather than made sometimes in the Academic Council and sometimes through independent negotiations among senior administrators.

Discussion

The lack of interlock among the divisions is one of the most pressing problems facing the Waterloo school system. Although the study uncovered considerable evidence of cooperation and collaboration among the divisions, it was also evident that the strong separation of line and staff functions among the divisions contributes significantly to problems of coordination and communication among them. Under these circumstances, it is not surprising that the activities of one division may be inhibited or duplicated by the activities of another.

The divisional superintendencies were designed to perform complementary functions. While these functions are distinct, they are not totally independent of each other. Thus with interdependent responsibilities but separate spheres of decision-making, it is to be expected that superintendents do not always know what the others are doing and that jurisdictional disputes sometimes arise among them. Various mechanisms have been instituted to overcome the lack of effective interlock among the divisions:

(1) Academic Council is a major forum for discussion of issues that involve all three divisions, but is heavily weighted with Operations personnel.

The other divisions are reluctant to air critical issues in Academic Council because they feel that their perspectives and interests will be subordinated to the goals of the Operations division. Educational Services and Planning and Development attempt to bypass Academic Council when presenting issues that relate to budgetary priorities or issues that revolve around the differing philosophies of the divisions.

(2) The Agenda Committee of Academic Council gives equal representation to each of the three superintendencies and is able to head off some problems, particularly those relating to communication. But the Agenda Committee is not a decision-making body; its functions are limited to directing issues to other bodies for consideration. Although the Agenda Committee does contribute informally to interlocking the divisions, its formal role is limited by its lack of decision-making power and by the absence of the director.

(3) Committees are established by Academic Council, the Board, and the director to resolve issues that could become serious impediments to cooperative activity among the divisions. These committees do reduce the tension and competitiveness among the three divisions, but committee formation can, and occasionally does, lead to another problem, that of "committeeitis" which is discussed below.

(4) The director resolves many jurisdictional disputes through personal intervention. A pattern has emerged in which the three superintendents take issues to the director as a final court of appeal and as a way of bypassing the Academic Council. Indeed, the major mechanism for resolving jurisdictional disputes in Waterloo County is through a process of one-to-one decision-making, with the director playing the key role without being a member of the formal decision-making bodies. This process is extra-organizational, and despite its obvious success in resolving inter-divisional competition, its covert aspect tends to undercut cooperation and effective communication among the superintendencies.

These four mechanisms work in some degree towards resolving problems arising from overlapping responsibilities. What is remarkable about these mechanisms is that they find general support from senior administrators, even though they require considerable time and energy.

The source of the interlock problem may be seen in the lack of a viable executive committee and the role of the director in dealing with the separate divisions. Without a viable executive committee, the divisions of Educational Services and Planning and Development lack a forum in which their problems and concerns may be considered on an equal footing with those of Operations. An executive committee would mediate disputes openly and would give each division an equal opportunity to present its views. The director and superintendents would play key roles in a functioning executive committee, where their inputs would be visible to all, and the decision-making process would not be on a one-to-one basis.

The consequences of the interlock problem may be seen in the difficulty of providing special services to the schools. These difficulties are especially acute for the Educational Services division which, by policy of the Board, is committed to a preventive rather than clinical model of intervention in the schools. Educational Services endeavours to work on a system-wide basis with students, principals and teachers to create school environments which promote positive climates for the emotional development of children. In contrast, some teachers and principals prefer Educational Services personnel to solve the problems of individual children. The acceptance of a preventive rather than a clinical model of service by the Educational Services division requires the active cooperation and support of the other divisions, especially personnel in the schools. Such support has not been forthcoming to the extent desired by Educational Services, which has no formal means of influencing decisions at

the school level, especially with regard to the appointment of principals and vice-principals. The superintendent has, however, been involved in the appointment of senior administrators. Educational Services has no influence over the deployment of personnel in the other divisions, nor does it influence the deployment of guidance officers, remedial education teachers in the junior schools and attendance counsellors, although these roles are closely related to its responsibilities. Thus the existing structure inhibits the effective implementation of the preventative model.

Moreover, the lack of effective interlock impedes the information reaching the Board about the operation of the three divisions. The affairs of the Operations division receive considerably greater attention from the Board than do the affairs of the other divisions. Better interlock among the divisions might redress the balance and give trustees a more complete view of activities and problems in all the divisions. For example, trustees believe that the excellent Board report that led to the restructuring of the division and which defined the role of Educational Services personnel has restored stability and purpose in the division. But this report has not been internalized by all the key personnel in the other divisions, and the problems of Educational Services continue to be a significant issue in the system.

The problems of Planning and Development are similar to those of Educational Services. Both of these divisions need more influence than they now have on the hiring of teachers, appointment of principals, and deployment of personnel, since these decisions strongly affect the ability of these divisions to carry out their responsibilities successfully. The problems of Planning and Development are less visible to trustees than those of Educational Services, but they are equally real and pressing. Their solution requires both a closer interlock among all divisions and a clearer definition of the division's role.

Implications: Two Views

Extending the views developed above leads to two ways for coordinating the central administrative functions of the school system. One mechanism is through a council of large and diverse membership, the other through a relatively small executive committee.

(1) Maintain the Academic Council as a plenary meeting of central office administrators with responsibility for diverse tasks in policy formation and implementation. All senior administrators are members of the council, but are not formally responsible to it or for its decisions. Senior administrators meet on a largely informal basis outside the council to make decisions that may parallel those of the Council or sometimes run at variance to them.

(2) Establish an executive committee composed of the top administrators including heads of divisions. This executive has overall responsibility for the coordination of policies and operations of the school system. It is responsible to the Board, on the one hand, and acts as a link between the Board and the total operations of the schools, on the other.

Integrating K-13: Balance Versus Integration

This problem is the specific aspect of the elementary-secondary school split discussed under key issues in the next chapter. The question is whether it is realistic to think of operating an integrated school system.

In Waterloo County, the question of K-13 integration affects all three academic divisions to some extent, but in particular it concerns the Operations division. And it is in this division where the practice of balancing administrative positions with persons from both elementary and secondary backgrounds is most evident. Where a superintendent has a background of experience in secondary

schools, he is usually "balanced" by an assistant superintendent with elementary experience. Moves toward integration through the combination of elementary and secondary schools within areas have been only partially successful. Some of the most successful attempts at integration are found in curriculum and planning committees.

The Problem: Two Views

One view holds that realistically--and legally as well--there are two school systems within the Waterloo County Board--one elementary, the other secondary. The alternate view holds that greater integration is possible and desirable through improving communication between the two panels.

(1) The two panels cannot realistically be integrated. The best that can be done is to "balance" advancement in the administrative system by ensuring that promotions go equally to persons with elementary and secondary backgrounds.

(2) Greater communication and cooperation among the panels is necessary and desirable. Decision-making procedures which balance the school system serve also to maintain the split.

Discussion

Integrating K-13 is another significant problem facing the Waterloo school system. The root of the problem is historical and is sustained by traditional loyalties. The holdover from the previous disparity in training between elementary and secondary personnel, and the influence of unequal provincial grants, continue to contribute to the problem.

The central mechanism used in Waterloo County to deal with the problem is the balancing of elementary and secondary backgrounds in key positions throughout the system. The Director is balanced by the assistant director,

functional superintendents are balanced by their assistants, and area superintendents are balanced by their assistants. This balancing of backgrounds in key positions is intended to reduce the possibility of central roles being filled by individuals who are unaware of the problems that relate specifically to either panel.

There is confusion in the system between the concepts of balance and integration. The present system perpetuates the gulf between the panels by implicitly denying that a single individual can respond with equal competence to the needs of each panel. By maintaining a balance of power between elementary and secondary, the system sustains the barrier between the two and ensures that a totally integrated K-13 system will not develop.

In Operations there is considerable concern with the K-13 issue as a problem of access to power. Secondary personnel see elementary people gaining control of mo positions in the system. Elementary personnel argue that, although they are obtaining more positions, they are still effectively shut out from the exercise of real power. Secondary principals are dissatified with area meetings because they are seen to be taken up with elementary school problems. Secondary principals are also concerned that in one area, both the superintendent and his assistant have elementary backgrounds; some secondary principals believe that superintendents with an elementary background cannot understand secondary problems. Elementary principals are concerned that they are not accorded the same status as secondary principals.

Teachers in the schools tend to be opposed to K-13 integration, arguing that elementary teachers are teaching specialists whereas secondary teachers are subject specialists. Elementary teachers defeated the suggestion that secondary department heads control subject areas in their elementary feeder schools. There is considerable support at the teacher level for the separation of elementary and secondary superintendencies.

Educational Services and Planning and Development must tailor their activities to take into account the realities of the split between the elementary and secondary panels even as the Operations division does. Educational Services personnel are more comfortable in elementary schools because there they receive a warmer reception. Some secondary principals are overtly hostile to the preventive model espoused by Educational Services and resist the attempts of the division to service the whole school rather than to treat individual children. Planning and Development, for example, consultants and coordinators, work mainly at the elementary level. Secondary schools have subject specialists and department heads who can provide the same kind of guidance and expertise at the secondary level that consultants provide at the elementary level. The consultants work with individual teachers in elementary schools to provide a full range of services, but they provide more limited service for groups of secondary teachers.

Other mechanisms are currently attempting to reduce further elementary-secondary tension. Curriculum committees and the Fall Principals' Conference promote communication between the panels, but area principals' meetings are themselves seen as a contentious issue. Other mechanisms identified within the system which might reduce the elementary-secondary gap, such as the family of schools concept and interchange of personnel between the two panels, have not been tried. Most of the individuals interviewed during our study were fatalistic about the elementary-secondary gulf; they attributed the problem to history or psychology and were not optimistic about the eventual attainment of integration. Occasions for elementary and secondary personnel to meet together to resolve common problems are relatively infrequent, and there is relatively little opportunity for individuals to develop leadership capabilities to minister to a K-13 system.

Implications: Two Views

One set of implications stems from the view which sees little possibility of doing much more than has already been done to integrate the Waterloo school system. In this view, balanced promotion to administrative positions is the main mechanism to deal with the problems of integration. The alternate view sees implications which would increase the interdependence and communication between people in the two panels.

(1) Make promotions according to the balance principle. Where possible establish joint decision-making groups involving persons from both panels, but recognize that these groups will probably not displace other existing mechanisms and groups organized within the panels to make similar decisions.

(2) Emphasize mechanisms for joint decision-making and communication among the panels. Do not require joint decision-making where the problems in the two panels are truly separate, and do not require joint meetings which parallel meetings already organized separately for the panels. Examine particularly the area principals' meetings in this report. Where decisions overlap the panels, such as in the interface between elementary and secondary programs, build joint decision-making mechanisms.

The Number and Function of Central Office Administrators

This problem area arises in part because of public criticism about the costs of education and, in particular, because of rises in these costs since the formation of the county school system. But the issue also involves differences in opinion over the role of these administrators. The number of administrators is an aspect of educational expenditure readily visible to that part of the public which is concerned about and critical of rising educational expenditures. However, informed opinion recognizes that it is the function of the administrators which is the central issue and not the number of them. If

their roles are real and important, then the cost is justified. The question then becomes what justifies the role of these administrators. The role of the director, business administrator, and divisional superintendents seem not to be in question. The roles of the assistant director, assistant superintendents and area superintendents are of concern.

The Problem: Two Views

(1) The number of administrators is justified in three ways. First, the administrators carry out important central office functions; second, they serve to balance the administrative structure equally with persons from elementary and secondary backgrounds; and, finally, they provide ultimate opinions for evaluating teacher competence. The roles of all central office administrators are justified in this way, although, of course, it is the area superintendents and their assistants who have the chief responsibility for teacher evaluation.

(2) The chief justification from central office administrators should be found in their administrative functions, not in their roles as "balancers" or as evaluators of teacher competence. If the roles of central office administrators were defined solely in terms of their administrative functions, the question of whether there are too many of them could be evaluated more realistically and effectively.

Discussion

The number and functions of central office administrators are closely related to the problem of balance and integration. The desire to balance elementary and secondary backgrounds in key positions leads to the duplication of personnel in certain areas. The issue has come to the fore in Waterloo because of the possibility of retirements in the near future.

The question to be faced is whether appointments should be made in the interests of maintaining a balance between elementary and secondary or on the basis of the function to be performed. This question arises with regard to the positions of assistant director and assistant superintendents. It should be noted that reducing the number of senior administrators would place greater supervisory responsibility on principals and could result in less supervision of teacher activities.

The idea of an executive assistant position to replace assistant superintendents finds support among those who see it as a way of introducing new blood at higher levels, and developing leadership skills among a larger number of individuals. It is also seen as a way of improving communication between the upper and middle echelons. The executive assistant position would be a staff rather than line appointment. One drawback is that, because the position is seen as temporary, by the time the executive assistant becomes familiar with the role he is likely to be shifted out of the post.

Implications: Two Views

The difference in the implications stemming from these two views marks the difference between maintenance of the present administrative system largely as it is or substantial change in that system. A choice between these views therefore constitutes one of the most far-reaching decisions the Board must make in the near future. The issue is particularly pressing because of the number of retirements pending among central office administrators. If the Board appoints persons to fill the roles as they are presently defined, it will also endorse the assumptions of the present structure--particularly those dealing with balance and the role of schools and it will extend the effects of the present structure a considerable distance into the future. On the other hand, if the Board fails to make reappointments as vacancies occur, it

will set in action a process requiring the redefinition of administrative roles which would touch positions from director to principal. Whether the Board wishes to set in motion such a far-reaching review and change of administrative roles will depend on how satisfied it is with the workings and outcomes of the present structure.

(1) Maintain the present administrative structure and its definition of roles. If change is desired, particularly for the purpose of realizing money savings, replace some of the administrators who have assistant roles with executive assistants.

(2) Abandon the balance principle in the design of the administrative structure and appoint persons to positions that are defined and justified in purely functional terms. Reduce the role of area superintendents and their assistants in personnel matters generally, but particularly with respect to the evaluation of teachers. Increase the responsibilities of principals for these same functions. Establish a superintendency specifically responsible for personnel. Increase the responsibility of all superintendents for the total program of schools and particularly for the evaluation of them. Increase also the responsibility of these superintendents for the interlock between elementary and secondary school programs. Increase contact between all functional superintendencies so that school programs do not fall exclusively under the jurisdiction of one of them.

The Role of the Principal

The problem with respect to the role of the principal is closely linked to that dealing with the number and function of superintendents. Changes in the definition of one role require reciprocating changes in the other role as well. The general issue is how much and what kind of responsibility principals should have for programs in their schools, including the development, staffing and

evaluation of them. The greater the responsibility for such matters given to the superintendents, the less responsibility principals need to exercise in them, and vice versa. In general, principals of secondary schools in Waterloo have greater responsibility for these matters than do elementary school principals.

The Problem: Two Views

The difference on this problem area is between the view which holds that principals have now assumed as much responsibility for the overall conduct of their schools as they want to do and the view which holds that they can be asked to do more.

(1) The role of the principal is one which requires comparatively close supervision, particularly in elementary schools. One of the main tasks of principals is to evaluate teachers. Such evaluations are difficult, and principals often do not feel confident in making them without a "second opinion" from a superintendent. The opinion of the superintendent is decisive in evaluating teachers; therefore the real responsibility for the evaluations falls upon him.

(2) The role of neither the principal nor the superintendent should revolve as heavily as it does around the task of evaluating teachers. Or rather, the role of the principal should be seen as developing and maintaining the total program of the school. In this larger responsibility, the evaluation of teachers is but one task. Indeed, the evaluation of teachers makes most sense within the context of the total school program with which the principal should be more familiar than any other administrator in the school system. Thus the principal should commonly make most of the evaluative judgments about teachers, with superintendents becoming involved when specific cases arise where the teacher and principal are not in agreement. Instead of

a concern for the evaluation of specific teachers, the superintendent's proper concern should be for the total program developed in the school by the principal and his staff.

Discussion

The role of the principal in the system is directly related to the number and function of central office administrators, and particularly to the role of area superintendents. Reducing the number of area superintendents and changing the role of other central office administrators implies expanding the role of the principal. It further implies a need for greater principal autonomy and responsibility in the areas of teacher supervision, curriculum development, budget setting, and in the area of appointment and deployment of staff. It should be noted that reducing the number of administrators in supervisory roles may create problems for principals accustomed to less demanding responsibilities. Indeed, in the present system elementary principals have less influence than secondary principals in key areas, and therefore have less experience in leadership and decision-making. It is the secondary principals, however, who appear most restless in the face of possible change from the present decision-making process, and who would most likely resist such changes.

The family of schools concept would create a decision-making unit involving a secondary school and its feeder elementary schools. The aim of the unit would be to bring about coordination within the family on such matters as currriculum, philosophy of education, and relationship with the community. This is a concept which has received mixed reactions from different groups within the school system. Educational Services and Planning and Development support the notion because it would facilitate the provision of special services to the schools. Elementary principals see it as a means of improving communication with the secondary schools. Some central office administrators,

on the other hand, suggest that elementary principals will defer to the stronger personalities in secondary principalships, and that it could lead to undesirable autonomy in the families.

Implications: Two Views

Accepting the definition of the role of principal implied in the present structure justifies also the number and functions of the area superintendents. Changing the role of principals to increase their overall responsibility for programs in their schools requires new definitions of superintendents' roles and of the kind of help they should be providing to schools.

(1) Maintain area superintendents in the role of supervisors to principals closely monitoring their decisions particularly with respect to personnel. Where principals have the time, resources, and inclination to take greater responsibility for their school programs, encourage them to do so.

(2) Define the role of principal as being chief decision-maker in his school and as being responsible for the overall conduct of the school. Define the role of superintendent as consultant to the principal and as communications link with central policies and policy-making groups. The concept of superintendents acting as consultants to principals does not preclude that principals and their school programs should be subject to central evaluation.

Consultants

The problem about consultants is closely related to the issues dealing with the roles of other administrative and supervisory personnel. The questions that arise are whether there are too many consultants and whether they are working on problems of priority concern. These questions are most frequently raised with regard to the specialist consultants in the Planning and Development division.

The Problem: Two Views

In one view, the kind of work consultants do, and the number needed to do it, depends on requests for their services made by teachers. To reduce the number

of consultants or change their kind of work would leave these requests unmet. In the other view, consultants are seen not so much as a help to individual teachers as a service to entire school programs. In this view, the work of consultants should correspond not so much to the needs of individual teachers but to the needs schools have as they develop and maintain effective programs.

(1) Consultants should work largely with individual teachers to help them in areas in which they have particular needs or deficiencies. The specializations of consultants should correspond to those in which individual teachers are likely to have the least training and expertise.

(2) Consultants should work largely in an in-service capacity to help schools or groups of teachers develop programs or cope with problems within them. The specializations of consultants should correspond to the major areas in which programs are offered or in which new programs are developing.

Discussion

The jobs of consultants in the Planning and Development division and the number of them find justification in the argument that teachers' colleges train teachers to deal with reading, social studies and math but do not emphasize specialize training in music, art and physical education. Consultants are required to provide the missing expertise in the latter areas. Help offered here has to be on a one-to-one basis. The situation has not improved with the requirement that new elementary teachers have degrees, because new teachers still enter the schools with little background in these special subjects. Since the Ministry now expects teachers to work toward degrees, there are fewer teachers taking courses in non-university subjects. Consultants concentrate their energies on elementary schools because secondary schools have department heads to act as subject consultants.

Planning and Development consultants have three types of functions: they interact with teachers in the classroom; they provide professional development

activities; they develop curriculum materials and guidelines. Their functions differ between the panels. In secondary schools, they offer some professional development activities and resource materials for schools. In elementary schools, consultants provide a wide range of services for teachers, either singly or in groups, ranging from demonstration lessons through inservice training to curriculum development. What a particular consultant does varies markedly from consultant to consultant, since there is no single definition of their role nor any strong link among the various activities in which consultants may engage. Among consultants, there appears to be uncertainty over what they should be doing, and, at the same time, a feeling that they have more to do than they can reasonably handle.

Deciding what the appropriate number of consultants should be is a question closely related to the definition of their roles. If a consultant's primary responsibility is to work with individual teachers, there are not enough consultants; if the consultant's role is to foster curricular and professional development in schools, there is need to find out what the priorities for such development should be and to arrange that consultant's work to serve these priorities. A powerful force defining the consultant's role in Planning and Development is found in the expectations which principals, superintendents, and the consultants themselves hold for it. Consultants see themselves as helpers to teachers; yet they wish to avoid supervisory responsibility. They base their activities on trust built up among teachers, but some principals and superintendents see little difference between helping a teacher and evaluating his work. Under these circumstances, consultants are forced to assume an evaluative role which is rightfully the principal's or superintendent's. As a result, the effectiveness of the consultant is reduced. A definition of the role of consultant which emphasized curriculum and professional development would reduce this problem.

The main problem with respect to Planning and Development consultants is to clarify their roles, while the main problem with respect to Educational Services consultants is to gain an understanding and acceptance of their roles, especially in secondary schools. Consultants in both divisions, however, share a problem in that the difficulties of their roles cannot be resolved completely by re-defining them. The consultants' roles are linked inextricably to the roles of the divisions of which they are a part. While there are problems in the definition and conduct of the divisional roles, it is unlikely that the consultants can be maximally effective.

Implications: Two Views

The contrast in views on this issue suggests differing roles for consultants. One view implies that consultants should continue to work--as the subject consultants now largely do--with individual teachers to help them with their particular problems. The alternate view implies that consultants should work largely with in-service training projects directed at the main concerns of schools and their programs.

(1) Maintain the present definition of the roles consultants play in responding to the requests made by individual teachers.

(2) Increase the role consultants play in in-service training for groups of teachers, and in particular focus in-service training intensively within specific school settings. The aim of the training is to deal with real problems in schools, but not problems that are specific to a single classroom or teacher. The aim of such training should also be to develop independence in schools and teachers from the assistance provided by the consultants. The activities of consultants should correspond to the major priorities or concerns of schools.

The Function of Committees

The problem with respect to committees has to do with their role as devices for communication and as instruments for policy development. On this

issue the opinions are not as sharply distinguished as on some other issues. Both views recognize that committees serve both a communication and a policy development function. One view emphasizes their role in communication; the other emphasizes their role in policy formation.

The Problem: Two Views

The two views on this issue differ as to which role of committees should predominate over the other.

(1) Committees are an excellent way of involving people and making them feel that their contributions are important and welcome. From time to time, the work of committees results in the formulation of important new policy proposals. This outcome of the operation of committees is an important by-product of their operation, though it is not always possible to ensure that such an outcome results. Committees should be forced to anticipate possible problems and to prepare means for dealing with them.

(2) Because committees have a vital role in policy formulation, they should have a clear task and responsibility. Committees with system-wide responsibilities on policy questions--other than those formed by the Board itself--should be responsible to a single coordinating authority which should receive the reports of the committees, recommend action upon the reports, and make known what recommendations were made and what actions have been taken with respect to the recommendations. Unless such coordination is provided for the work of committees, their number is likely to proliferate as their actual influence and impact diminishes. This condition may be referred to as "committee-itis."

Discussion

Committees are formed by the Board, Academic Council and the director to work on specific issues. These committees perform very positive functions for the system: they help to reduce the problem of interlock of the divisions; they provide a communication forum that is especially valuable to trustees; they are

often effective decision-making groups. But there are negative aspects to the reliance on committees. Problems arise from the number of committees, which are perhaps working at cross purposes to one another. Some professional staff are concerned with the amount of time taken up with committee work. But the major question with respect to committees has to do with coordination of their efforts and follow-through on their recommendations. Both of these problems might be reduced by an executive committee which has the responsibility for coordinating activity, receiving reports, and acting upon them.

Implications: Two Views

By implication from these views, one would either continue the present system where the work of committees is rather loosely coordinated or attempt to use committees more formally and purposively as part of the policy formation process. The implications of both views are positive for the use of committees.

(1) Continue to form committees on policy questions as at present. Attempt to maximize the number of people involved.

(2) Continue to form committees on policy questions as at present, but identify a specific person or group to coordinate the activity of committees, receive their reports, and forward their recommendations to other appropriate groups or individuals.

Dual Control

The dual control problem area arises because Waterloo County is virtually unique in the province through having an administrative structure in which business and educational administration report separately and equally to the Board. However, the issue is noteworthy largely because it was not a matter of contention in the operation of the school system. If there is any inherent problem in an administrative system based on the dual principle, the difficulty has obviously been overcome through sound working relationships between the

academic and business administrators. If there is a significant advantage in the system, it was not immediately apparent either, unless the efficient conduct of business affairs in the school system can be attributed to the fact of dual control. The paramount observation which can be made about the dual control system in Waterloo is that the relationships between business and academic officials are positive and mutually supportive. The study team was struck by the virtual absence of tension between the two groups. The integration of the business and academic components remains one of the major strengths of the Waterloo Board.

BASIC PROBLEMS CONCERNING DECISION-MAKING

Problems discussed in this section have to do with specific kinds of decisions or with the processes involved in making them. The issues which emerged included policy-making, the budget, and the appointment of administrators. These and the other issues mentioned clearly touch some of the most basic questions in the conduct of a school system. While no problem appeared universally to be of concern, it was apparent that specific decisions or ways of arriving at decisions were often capable of rousing considerable concern among certain people or groups.

The Policy-Making Process

The problem with policy-making arises from questions about the proper role of trustees and officials in the making of policy. The wider ramifications of this issue are discussed under the key issue on the invisibility of decision-making in the next chapter. The specific problem concerns where policy-making begins and ends. As well, it concerns what policy is. Is policy to be understood only as that which is officially designated as policy and recorded in the official policy book, or is it to be understood as the total pattern of decision-making in the school system?

In the first of these definitions, policy may be fairly easily identified and dealt with. Trustees may control policy by devoting specific Board meetings or parts of Board meetings to policy questions. In the second of these understandings, policy lies not only in what is deliberately labelled and dealt with as policy; it lies also in the decisions made throughout the school system, whether or not these decisions are governed by formally written and recognized policies. In this conception of policy, trustees' and administrators' roles intertwine, making it difficult to mark clearly where one begins and the other ends.

The Problem: Two views

(1) The role of trustees in policy-making can and ought to be limited to the approval of formal policy. The role of administrators is to propose policy to trustees and to carry it out if it is approved by them. The policy-making and administrative process works best if these roles are rather sharply defined and differentiated. In general, trustees do not develop policy, although they may do so if they wish. Because of the complexity of problems in education, policies are usually developed by Board officials who propose policies for Board approval or rejection.

The officials must have a sense of what trustees and the public want and will accept in the way of policy. They then consider in their own councils how these wishes may best be met. They consider as well how practices and programs which they believe are educationally desirable may be moved into approved policy. Their deliberations on these questions often involve debate on contentious issues. This debate is more vigorous and useful if it can occur in confidence, since public knowledge of the issues and views debated is likely to inhibit the officials' expression of them. As one person said, "Trustees have long memories," when they hear an administrator promoting an idea they

themselves don't support. The policy proposals which go forward to the Board should be based on thorough, full debate among the officials. But once the officials come to agreement on a policy recommendation, they must support it uniformly and attempt to present it fully and convincingly to the Board.

(2) Trustees are most likely to make an informed decision on a policy recommendation laid before them by their officials if they have had an opportunity to observe in some measure the process through which the policy proposal has emerged. Such an opportunity affords them an appreciation of the choices to be made and of the alternatives not recommended. Meaningful choice in policy approval depends upon such knowledge. Policy is involved not only in the decision to accept a proposal, but also in the process by which the proposal is developed and implemented. While trustees' heaviest involvement must be limited to the approval phase of the process, they must also have some involvement in and knowledge of the development and implementation phases of policy-making.

Discussion

Policy-making is one of the key concerns of the Waterloo Board. It wishes to control major decisions without becoming bogged down in the details of day-to-day operations. Despite the fact that the Board controls the formation of "official" policy, there is a concern among trustees that they do little more than rubber-stamp a number of important decisions. The dilemma for the trustees is either to limit their actions to the sphere of general policy and be unaware of the basis on which that policy is formed, or to become involved in many specific decisions to the degree that they usurp the role of the administrators and fail to come to grips with the broader questions of policy. In general, trustees have chosen the first alternative.

In choosing this alternative, they see themselves as creating general policies yet rubber-stamping decisions of critical importance. In order to expand their influence, trustees need better access to the analyses and discussion upon which the system's administrators base their recommendations. In addition, the trustees must be presented with alternative courses of action on major issues. Unless trustees are able to make choices on decisions of major importance, their role in making these decisions will be limited to the application of vetoes. Since trustees seldom have the expertise to develop whole programs alternative to those recommended by administrators, they will very seldom feel prepared to exercise their right of veto.

The trustees see their decision-making problem as a lack of sufficient information to permit evaluation of the recommendations made to them. In instances where issues are presented to the Board with no specific recommendation, trustees must make decisions without access to important background information. The trustees would like senior academic officials to present policies to the Board with recommendations as they now do, but also to present the possible alternatives to these together with the officials' analysis of them. On occasion the officials should present policy alternatives to the Board without recommendations so that the Board has full responsibility for choice among them. In either way of proceeding, the active role of the Board in considering and evaluating policy alternatives is enhanced. Without choice among policy alternatives, the role of the Board in policy-making is reduced largely to that of endorsing or rejecting a single alternative. In these circumstances, the pressure to accept the single course of action proposed is great because there is no apparent practical alternative.

Trustees would also like to receive the minutes or a summary of the minutes of Academic Council, which trustees regard as the major decision-making body in the organization. Trustees should be aware that if they request the minutes of Academic Council, they must be prepared to tolerate dissenting opinions expressed by senior academic officials.

Implications: Two Views

The implications of these views would move the policy-making practice in the Waterloo school system in one of two ways. Either policy-making roles of trustees and officials are separated (except where they are blended through informal contacts and discussions) or they are consciously made to overlap and duplicate each other.

(1) The Board sets general expectations for policy development. The officials then interpret these expectations in their own confidential councils and bring specific policy recommendations to the Board for its approval. Implementation of the approved policy then becomes the responsibility of the officials and professional staff.

(2) The Board sets general expectations for policy development. The officials then interpret these expectations and develop policy recommendations, but trustees are aware of the issues discussed through participation or shared information. Policy proposals include alternatives though some alternatives may not be recommended. The Board chooses among the alternatives presented to it or develops a further alternative. The effects of policies are reviewed by the Board through regular reports and surveys of the major activities and programs of the school system

Deployment of Staff

Deployment of staff involves the way in which teachers are hired and assigned to schools. The problem in this regard concerns the role which principals and area superintendents should play in these decisions.

The Problem: Two Views

The difference of views on this issue comes from a desire to ensure good teachers are assigned equally throughout the system and a desire to increase the responsibility of principals for staffing and program in their schools.

(1) Schools in the Waterloo system are not equally attractive to teachers, because of their size and location. To ensure that all schools are fully staffed and that all schools have an equal chance to obtain high quality teachers, the area superintendents must have a large say in the assignment of teachers to schoo

(2) If principals are to be responsible for the total programs of their schools, they must also have a significant share, not only in the hiring of teachers, but also in the assignment of them to specific schools. In this way, the principal may work to achieve a close match between the needs of his school program and the characteristics of the teachers assigned to the school.

Discussion

At the secondary level, principals do in fact have considerable influence on decisions to assign teachers to specific schools. At the elementary level, however, the major involvement of principals is limited to hiring teachers for the system. They have little to say in the actual assignment of teachers to schools; this decision is made by area superintendents who may or may not involve their principals. If the system is aiming towards the strengthening of the elementary principal's position, it seems necessary to find ways to involve the principals in deployment of staff. An increased role for principals in these decisions would also be justified by a policy which expanded the principal's responsibility for the program and curriculum of his school.

Implications: Two Views

The implications of these views constitute a choice between leaving practice largely as it now is or increasing the role of principals, particularly of elementary principals, in the decisions to assign teachers to schools.

(1) Involve principals in the deployment of teachers largely through the hiring process. To the degree it is practical to do so, superintendents consult with principals in the assignment of teachers to schools.

(2) Actively seek to increase the autonomy of principals in the hiring and assignment of teachers to schools. This policy would have its greatest impact in elementary schools, where principals now have the least influence on the assignment of teachers.

The Budget

The problem regarding budget is whether there is really much room for significant policy decision-making, given the overwhelming influence of provincial guidelines and finance formulas on local expenditures.

The Problem: Two Views

(1) Budget-making in a school system is a complex process, and it should therefore be left largely to the technical experts. The amount of leeway for significant decision-making is rather small, since the important policies governing expenditure are established outside the school system. In this regard, the Ministry of Education has the greatest influence in setting budget policy, but other forces acting on a provincial basis, such as the teachers' federations, are also important. Given these restrictions and the overwhelming complexity of the budget process, there is little the Board can do other than to ensure that total expenditures are justifiable.

(2) The budget of the school system probably is the most important single policy the Board deals with in a year. Although there are strong external forces shaping the budget, many significant decisions about the ways monies are to be spent are made locally. The difficulty in dealing with the budget as a policy issue is to translate the complexity and detail of the budget into meaningful terms. This might be done by clarifying the process by which the budget is developed and by expressing the budget in a form which makes plain how much the programs and activities of the school system cost.

Discussion

There is widespread recognition in the Waterloo school system that making the budget involves important and complex decisions. Many people expressed concern with the way budget decisions affected their particular tasks, but overall there appeared to be an attitude of detachment from the entire process. Parelleling this detachment is a lack of awareness about the overall budget-making pattern. People at all levels of the system could describe the budgetary process as it impinged directly upon their activities, but few of them could describe it entirely. Moreover, these descriptions of the overall process often differed markedly from each other. Given that the setting of budget should be tied closely to setting the overall policy and direction of the system, it appears that budgetary decision-making and policy-making in the Waterloo school system are unnecessarily separated. The invisibility of the budget-making process, therefore, stands as an impediment to the making of board policy on budget.

Sensing this problem, some trustees would like to have alternate budgets prepared with appropriate background material (but not a mass of financial detail). They would like to have more information on the way budget recommendations are formulated and clear indications of how much each division spends and what various programs cost. The concern of principals with the budget-making process stems from what appear to them as arbitrary changes made in their own priorities for spending at the school level.

Implications: Two Views

The choice here is to accept the view that the budget involves complex issues beyond the possibility of trustee control, or to accept the view that greater information is needed about the process of budget-building to permit meaningful trustee involvement.

(1) Trustee attention on budget should focus on a judgment of whether the overall expenditure in the budget is justified. Beyond this, the Board should be concerned with the restrictions placed provincially upon local decision-making in budget. They should strive also to get greater financial support from the province for educational programs without the present degree of restriction on local budget decisions.

(2) While provincial restrictions on local budget decisions may be severe, the amount of latitude felt for local decisions is still significant. Increase trustee information about the development of the budget and about the cost of specific programs. Relate policy proposals for new programs to the budget-building process. Increase trustee involvement at earlier points in the budget development process and at later points in the budget application process. Allocations to programs and units made in the operating budget should be part of the final budget approved by the Board.

Appointment of Principals

The problem on appointment of principals concerns the process by which they are appointed and the criteria used for appointment.

The Problem: Two Views

(1) Appointment of principals is essentially a matter of procedure rather than policy. Those persons who are most familiar with the candidates and the kind of school involved in the appointment should have the greatest influence in selecting the person recommended for appointment. The selection of principals is essentially a managerial decision which should therefore be made by superintendents in the Operations Division. Since the selection of persons for the principalship is based largely on knowledge of the persons applying, it is not necessary to develop and publish criteria for the selection of principals. The involvement of trustees in the selection of principals is neither necessary nor appropriate.

(2) The appointment of principals contains important policy implications for the conduct of educational affairs in the school system, particularly if the principal's role is defined as that of an educational leader and decision-maker. Criteria should be developed to reflect the definition of the role principals will be expected to fulfill. Persons representing the various functions in the administrative structure should participate in the selection process. Some involvement of trustees in the selection process is both useful and appropriate.

Discussion

The problem with respect to the appointment of principals arises from the fact that criteria for appointment are undefined. The criteria now can only be discovered by inference from decisions made by selection committees. Since these committees are appointed and staffed by Operations personnel, principals are selected by superintendents from one division only, although these decisions have an effect upon programs in all three divisions. The lack of a clear selection criteria and the non-participation of the supporting divisions places full responsibility for the selection of principals in the hands of those who also have major responsibility for the supervision of them. The effect of these procedures is to reduce the influence of the other divisions in schools and to reduce the autonomy of principals in that persons interested in promotion cannot be sure on what grounds promotion will be made, other than that they will be judged against the philosophies of education shared by members of the selection committee.

It should be noted that, although trustees have not expressed a desire to participate directly in the appointment of principals, they would like to have more information about the process, particularly on the candidates interviewed and their philosophies of education.

Implications: Two Views

The implications of this issue diverge on whether it is appropriate to change the present process of appointing principals by clarifying the criteria for appointment and by involving additional kinds of persons in the selection process.

(1) As a managerial decision largely affecting the operation of schools, the selection of principals should be made, as it is now, by superintendents in the Operations division with somewhat different procedures being used in elementary and secondary schools to reflect the different operational styles in these schools. Persons with elementary school backgrounds should influence most heavily the appointment of elementary principals, and persons with secondary backgrounds the appointment of secondary school principals. These procedures have been shown to be both effective and efficient.

(2) Establish criteria for the appointment of principals with trustee and Board participation in the definition of the criteria. Involve trustees and superintendents from all divisions in the selection process. Report fully to the Board on the candidates applying for principalships at the time the Board receives recommendations for appointments to principalships.

Appointment of Senior Administrators

The views involved with the problem area of the appointment of senior administrators are virtually identical with those involved with the appointment of principals. The intensity of feelings, however, with respect to this issue is stronger than it is with the appointment of principals.

The Problem: Two Views

The views on this issue diverge on the degree to which trustees and the Board should be involved in the selection of persons for senior administrative positions.

(1) The appointment of senior administrators is a potentially divisive issue in which "politics" can easily become a more important influence than rationality. This consequence is likely if trustees and the Board are heavily involved in selecting among candidates. Personalities have to be discussed in Board meetings and such discussion usually does more damage than it does good. In any case, the Board is, and ought to be, fully involved in the appointment of the director. After that appointment, the Board and trustees should have a lesser role in the selection of senior administrators, since the important consideration in these selections is to ensure that the persons appointed can work effectively together. The open discussion of personalities and capabilities of applicants for senior administrative posts would make more difficult the later establishment of effective working relationships among the administrators and between the Board and its officials.

(2) The decisions about what kind of administrative structure a school system shall have are among the most important decisions made in the school system. The decisions about who is to fill roles within that structure are equally, if not more important, since the persons appointed to fill the roles can influence considerably the way the structure operates. These decisions are particularly important when questions arise about the entire design and rationale for an administrative structure. While there is general agreement that the present administrative structure in Waterloo has worked well, it is time to ask whether changes should be made for the future. Decisions to fill upcoming vacancies in senior administrative positions will influence the operation of the structure and the nature of education in the system for many years to come. Under these circumstances, it is appropriate and necessary for the Board and trustees to be more heavily involved in the appointment of senior administrators than they have been in the past. Greater involvement probably

requires Board choice among finalist candidates for senior administrative positions and certainly requires heavier trustee involvement in the screening and selection of candidates.

Discussion

The issues involved in the appointment of principals are relevant as well to the appointment of senior administrators. In this case however, there is a strong desire on the part of trustees for greater involvement. The composition of committees to appoint senior administrators has served to reinforce the balance principle in selecting key personnel. The effect of this procedure is not only to maintain a separation between elementary and secondary, but also to minimize the input of the supporting divisions.

Although the Board chairman and vice-chairman presently sit on nomination committees formed by the director, the Board has limited its participation to that of a veto role. As in other decisions where the Board may only accept or veto a recommendation, its influence on the actual appointment is relatively small. This issue becomes particularly important over the next few years with the prospect that several of the senior administrators in the system will be retiring.

Implications: Two Views

The implications which may be derived from this issue point to two different levels of trustee and Board involvement in the appointment of senior administrators.

(1) Since the Board exerts heavy influence on the appointment of the director, its influence on further senior administrative appointments may be smaller. The chairman and vice-chairman of the Board should continue to sit on committees for the selection of senior administrators, but the committee should be composed mostly of other senior administrators appointed by the director.

The Board should receive only a single name in recommendations for appointments.

(2) The Board should have much stronger representation on selection committees. Before moves are made to fill positions in the present administrative structure, the Board should be satisfied with the overall structure itself and with the definition of roles within it. The Board should establish clear criteria for the senior administrative positions and should receive recommendations of more than one name of persons the selection committee feels meet those criteria.

Curriculum Development

The problem with regard to curriculum development arises from uncertainty about the amount of effort the Waterloo system can and ought to put into designing and developing its own curriculum. Questions about how curriculum and professional development should be related to other functions in the school system are also part of the issue.

The Problem: Two Views

The issue involves different views about the emphasis which should be placed in the school system upon curriculum and professional development. At one time, the Ministry of Education assumed considerable responsibility for these functions. Now the Ministry is turning over increasing responsibility for these functions to school systems. This shift in responsibility raises questions about the appropriate role for the Planning and Development Division.

(1) The appropriate role for the Planning and Development Division is an advisory one. It should work largely within and accept the existing definitions of curriculum except when it recommends the adoption of new programs. As such new programs are developed and adopted, they are turned over to other divisions--usually Operations--for implementation.

(2) The role of Planning and Development is becoming increasingly important as school systems are required to take more responsibility for curriculum and professional development. Assessment of the Division is needed to determine whether it is appropriately organized to carry out its growing new responsibilities. More importantly, however, there is need to assess the relationship of the division to existing programs in schools. An advisory relationship to these programs may no longer be appropriate or, more accurately, stronger lines of influence are needed between the division and schools.

Discussion

The curriculum development process is closely linked to the interlock problem. Curriculum is designed by Planning and Development, but is implemented by Operations: there is a gap between the planners and the users. This issue also affects evaluation, in that Operations evaluates personnel while Planning and Development evaluates individual programs. The overall evaluation of schools and programs seems to be lacking under these circumstances.

Implications: Two Views

The implications of this issue lead either to a confirmation of the present role of Planning and Development or to a rather extensive and thorough-going review of it and its relationships to the other functional areas of the structure.

(1) To meet the increasing demands upon this division requires an expansion rather than a re-thinking of its basic role. The major problem facing this division is the abrupt increase in its responsibilities as a result of the withdrawal of the Ministry from previous spheres of influence. This problem can best be met by expanding the number of persons and other resources available to the division.

(2) With the increasing responsibilities of this division, a fundamental re-thinking is needed about the ways its services reach schools and about its relationship to schools. With a major responsibility for curriculum and professional development now resting in school systems, it is appropriate for the Planning and Development Division to have responsibility, not only for new programs and curricula; they should have some responsibility and influence on programs of all kinds, but particularly those which represent the priority areas of education.

Teacher Evaluation

Teacher evaluation emerged as an issue on which there was some concern, but it did not appear as a problem on which there were divided views. However, since the question of teacher evaluation is related to other issues on which there is such a division, it is useful to present a brief discussion of the teacher evaluation procedures in Waterloo and of their implications for some of the other identified issues.

Teacher evaluation is the shared responsibility of superintendents, principals, and secondary department heads. At the present time, however, evaluations are made on the basis of the teacher's personal performance rather than on the total contribution made by the teacher to the overall school program. In the latter kind of evaluation, the principal must have a leading role, particularly if the school is seen as a focal point for program and curriculum development. Thus, a decision on how teachers should be evaluated relates to decisions on the role of the principal and on the role and number of area superintendents.

BASIC PROBLEMS CONCERNING COMMUNICATION

As mentioned in the introductory chapter, the distinctions between structure, decision-making, and communication begin to fade when one looks at

them in the context of a specific organization. It is virtually impossible to look at an issue or problem under one of these aspects of an organization without moving into a discussion of it under another aspect. For this reason, this section is short. Many of the issues dealing with communication have already been presented and discussed under one or both of the previous sections dealing with structure and decision-making. Or, perhaps it would be more accurate to say that issues of communication are usually tied to other kinds of problems in structure and decision-making. Once these have been dealt with, little remains to deal with under the specific heading of communication. It should be noted as well that this study examined internal communication only, not communication between the system and the public.

Moreover, it is difficult to present the problems in communication under the two-sided issue framework used in the previous sections. This fact may reflect a widely-held view in the Waterloo system that communication is not a problem of major importance. Many people recognized that communication is not perfect in the system, but who would expect it to be? The major problem identified about communication in the Waterloo system is one that is common to large organizations of all kinds, namely, that they emphasize communication downward more than they do communication upward. Balancing this problem in communication were some specific practices which were generally regarded as positive forces working to improve communication. The physical separation of the divisions was noted as another source of difficulty in communication. Each of these features or communication in the Waterloo system is discussed without trying to identify a specific issue or implication for action.

Communication Among Formal Decision-Making Groups

The problem with respect to communication among these groups is that it is directive rather than interactive. This problem may be seen in several of the

communication and decision-oriented meetings in the system, such as the Operations Council and area principals' meetings. In addition, the problems of communication among the three divisions and between the panels have already been described. It should be noted that these communication problems rest on the basic problems previously delineated, rather than on simple skills of communication. Changes in style and quality of communication will come only with changes in such basic matters as the interlock between divisions, the autonomy of principals, and real integration of the school system.

Another aspect of the communication issue relates to policy and decision-making. The high quality of personal communication between the Board and its administrators is attested to on all sides. However, trustees have some concern about communication on the larger policy questions. Improved communication on policy matters between trustees and administrators requires new relationships between them which would give trustees greater knowledge about the operation of the school system and greater involvement in the shaping of policy on many of the issues described in this report.

CWQE and Principals' Conference

CWQE (Conditions of Work for Quality Education) Committee is composed of area superintendents, trustees, principals and teachers, with separate committees for the elementary and secondary panels. These committees provide an excellent forum for communication and were universally cited as a positive feature of the Waterloo County Board. The Fall Principals' Conference provides an equally good opportunity for communication between elementary and secondary principals. The Curriculum Council and subject associations also provide opportunities for improved communication, a function also performed by ad hoc committees. These activities suggest models for improving communication in the school system.

Physical Separation of Divisional Superintendents

Educational Services and parts of Planning and Development are located in Victoria School. This strains the informal communication network among superintendencies and cuts off the senior personnel of Planning and Development from their resource staff. Consultants in both divisions feel that closer communication and cooperation would be possible if they were not separated from each other and from Operations.

CHAPTER IV

KEY ISSUES

In the preceding chapter, the basic problems identified in the course of our interviews and observations were described. As the study team analyzed these problem areas, we found that several of them clustered around certain themes and could be grouped into four key issues. These issues, then, represent our interpretation of the critical questions that underlie the many problems in the operation of the Waterloo school system. As noted in the introductory chapter, the issues do not necessarily reflect ways of seeing problems which people in the Waterloo system would use.

An issue arises whenever there are alternative views about how decision-making or communication should be carried on, or about how the structure of the system should be defined. An issue usually reflects a difference in values or different points of view, or it may reflect the views of a single person looking at the same question at different times or different circumstances. Depending how one resolves these issues, different implications emerge for how the organization of the school system should be defined and run.

Four key issues appear to underlie the problems which have already been identified in the Waterloo school system. These issues have to do with the separation of administrative functions, the role of schools, the elementary-secondary school split, and the visibility of decision-making. Because the three aspects of organization--structure, decision-making, and communication--are closely related to each other, we found it impossible to associate the key issues exclusively with one or the other of them. The key issues involve and have implications equally for these three features of the Waterloo school system. We were able, on the other hand, to state two different viewpoints for each issue and to develop implications from each view. The discussion sections

present supporting information primarily for the second viewpoint--that which would favour some change in the existing organization.

The Separation of Administrative Functions

This issue stems from two views about what it means to base administrative structure upon a separation of functions. The question is whether a separation of functions requires also a separation of decision-making.

The issue: Two views.

One view recognizes a need for a relatively large measure of autonomy in decision-making for each of the functional divisions in the organization, while the other view sees a need for increased collaboration in decision-making.

(1) The three academic divisions (Operations, Planning and Development, and Educational Services) represent separate functions necessary for providing education in the schools of Waterloo County. However, the separateness of the functions permits decision-making in each division to proceed with a considerable amount of independence from the others. To the degree that coordination among the divisions is needed, it is provided by the Academic Council and by the mediation of the Director. Moreover, the three divisions differ in the kind of functions they fulfil, and this difference further justifies independence of decision-making among them. In particular, the Operations Division has a unique function in that it has managerial responsibility for the operation of schools and it has a direct line authority over them. On the other hand, Educational Services and Planning and Development stand in a staff or advisory relationship to schools. This distinction among the divisions on the basis of their staff or line relationships to schools also justifies a measure of independence among them.

(2) The three functions embodied in the divisions are equally important for the operation of schools. While differentiation of activities among the divisions is necessary and desirable, close consultation in decision-making

is needed among them to ensure that educational programs in schools rest on collaborative decision-making. A line and staff distinction between Operations and the other two divisions does not preclude the involvement of all three divisions in questions relating to the management of schools, to activities or programs that involve all the divisions. For example, if plans call for the implementation of new school designs or programs, these plans involve also such "managerial" questions as the appointment of principals and staff to these schools and programs.

Discussion

Educational administration (as opposed to business administration) in the Waterloo school systems rests upon a separation among three major functions: school operations, planning and development, and educational services. These functions are presented in the formal administrative structure as being of similar importance, because of the equivalent status given the three functional superintendencies. While the separation of these functions ensures that each receives special attention, it also creates a problem when it comes to integrating the functions and ensuring that each is compatible with and supportive of the others. The separation of the functions in effect creates three separate decision-making centres which require close cooperation and communication among them if the services they offer are to reach schools with equal impact. The separation of functions thus involves a built-in communication problem among the divisions. Without close communication, decision-making in one division may be at variance with that in another.

From our observation of the divisions in the Waterloo school system, we have concluded that the lines of communication run most strongly and effectively in a vertical direction; the lateral communication among the divisions is visibly weaker. The consequence of this situation is to emphasize the separation of functions and also to decrease coordination among the functional units. Since schools relate most closely to the Operations division, the impact of the other

two divisions upon schools is relatively weak in comparison to that of Operations.

While separation of functions is a common principle in the design of administrative structures, the problems inherent in such separation are apparent in the Waterloo school system. The major mechanism for overcoming the problems of functional separation is the Academic Council. Although this forum provides a partial solution to the problems of the functional separation, it is also apparent that it fails as an adequate solution. The reason is that the three functions do not meet on an equal footing in this Council. It would be more accurate to describe the Council as the Operations Council augmented by representation from the Educational Services and Planning and Development divisions. In consequence, the services of these two divisions appear to be less effective and obvious in schools--particularly secondary schools--than they might otherwise be.

The issue also involves a distinction between line and staff functions. Both implicitly and explicitly, Educational Services and Planning and Development have been assigned staff roles. They serve in an advisory capacity to schools. Yet many of their programs have clear operational implications for schools. Without effective lines of communication among the three divisions, it is not surprising that difficulties and confusions arise as programs developed in the staff divisions are moved into Operations for implementation. Under these circumstances, there are likely to be disputes and misunderstandings about the appropriate role of the functional divisions and feelings on the part of each division that it is wrongly used by the others.

Implications: Two Views.

The issue defined above may be resolved in alternate ways, which bear directly on how decision-making in the divisions is to be coordinated.

(1) Maintain the separation of decision-making in the three academic divisions as implied in their separate functions and provide for coordination

of the divisions through the Academic Council and the mediation of the director. Retain the prime managerial responsibility for schools under the Operations division with the other two divisions providing assistance to schools on a consultative basis.

(2) Increase communication and collaborative decision-making among the three divisions with respect to the operation of schools and reduce the emphasis upon line and staff differences in the division roles as a basis for determining their relationships with schools.

The Role of Schools

Perhaps lying at the heart of the administrative problems in the Waterloo school system is uncertainly about the amount of autonomy schools should have in decision-making. The issue here is to define the responsibility schools should have in making decisions on budget, curriculum, staffing and evaluation. The issue: Two views.

The contrast on this issue lies between the view which holds that schools have already been offered and taken as much autonomy as they can handle, and the view which holds that schools can only assume responsibility when they are in fact expected to assume it and when the persons taking the responsibility have training to do so.

(1) Some schools are better able to assume responsibility for decision-making on significant educational matters than are others. In such schools, principals and teachers have already assumed a considerable measure of responsibility for these decisions. In schools where principals and teachers have less responsibility for decision-making, it is usually the case that the size and location of the school or more importantly, the previous training, background and attitude of the principals and teachers militate against their assuming greater responsibility. Whatever the theoretical desirability of increasing the autonomy and responsibility of all schools, difficulties

in doing so must be faced realistically.

(2) If it is desirable that some schools have a significant role in developing program and policy to meet the needs of the children and the community, it is desirable that all schools do so. If there are difficulties which make it impractical to increase the autonomy of all schools immediately, plans and programs should be developed to do so over the long run. Implicit policies of the Board require schools to take a considerable responsibility for educational decision-making, but practice hampers them from doing so in some cases. Ways should be sought to bring practice more closely in line with policy.

Discussion.

If principals and teachers have little responsibility for decision-making about such matters as budget, program, staffing and evaluation, the main questions in administering a school have to do with methodology and teaching style, and the chief source of help to a school is the evaluation of teaching performance and the provision of new teachers as vacancies occur. But when the school becomes a unit making decisions about programs and about the budget and staff needed to implement them, then the kind of help needed in schools changes sharply.

In Waterloo schools, many changes in program, methodology, and content of study are in process. There are questions of what priorities schools should reflect in their program and who should determine these priorities. These questions involve decisions and responsibilities throughout the school system from the trustee to the classroom teacher. Virtually everyone in the system agrees that it is in the school that the quality of educational decisions must be judged. The general responsibility for schools falls largely under the Operations divisions, yet the concern of this division is largely for personnel, not for programs. Those divisions which have responsibility for programs have largely an indirect responsibility for schools. A solution to

these problems may be found not by seeking further clarification of functions and responsibilities in the central office; rather a solution requires a clarification of the roles and responsibilities of schools. Then it becomes possible to define the central functions and services which would best support those roles in schools. The issue here may be clarified by asking what the role of the school should be in developing program and in evaluating it. How much autonomy should the principal and his staff have in these matters and to whom should they be responsible for their decision-making? At the present time, these questions seem to be largely the concern of the Educational Services and Planning and Development divisions, yet these divisions have the least impact upon the policies which govern the operation of schools and have some noticeable problems in coordinating their services with the Operations division.

It is impossible to observe schools in Waterloo without noticing a sharp distinction among them with regard to their role in decision-making and also with respect to the way in which their programs are determined and evaluated. Secondary schools--through their principals and department heads--participate in significant decision-making about curriculum as seen by the variety of programs found in the secondary schools. The secondary school principals meet as a group to make a number of significant decisions--including staffing and budget--and they have ready access to the director and superintendent of operations in setting policy on these and other significant issues. Yet secondary schools have largely indirect relationships with activities and personnel in Planning and Development and Educational Services.

By contrast, elementary schools in Waterloo County have a relatively small influence on such decisions as staffing and program. Principals of these schools do not meet to deal with significant policy issues and they have relatively standard programs in their schools. Their contacts with the director and superintendent of operations are remote, but those with personnel and activities of the other two superintendencies are close and active.

It is small wonder that the area principals' meetings are viewed differently by elementary and secondary principals. For the secondary principals, they are superfluous given their other access to decisions and decision-makers; for elementary schools, they offer their only access to these same decisions and decision-makers.

Under a structure which places a heavy emphasis on the evaluation of teachers by persons external to the school, the number of superintendents used in the Operations division will not diminish. Similarly this emphasis in the administrative structure inhibits change in the role of schools, especially that performed by principals, and inhibits the effective development of planning, professional development and other special services.

Implications: Two Views

The implications of this issue deal with the relationships between schools and central administrative and support services. Since the Operations division has a large role in the management of schools, its role in this relationship is central.

(1) Retain the role of Operations superintendents as supervisors of principals' decision-making. Maintain heavy involvement of Operations superintendents in the deployment and evaluation of teachers. Whether the supervision of the principal is close or more general will depend upon his capabilities as judged by the superintendent. Facilitate the use of central support services by individuals in schools; such services will therefore be called for and used by individuals rather than by schools as a decision-making unit.

(2) Emphasize the responsibility of principals and teachers for the total program offered in their schools. Increase their responsibility for decision-making about staffing, program development, and evaluation. Make central support services to schools available to them largely on a group basis where the task is to create, improve, or evaluate the program of the school. The decision

to call upon such services is made in the school. The principal has the major responsibility for evaluation of teachers; this evaluation should be in terms of the contribution made to the program of the school. The main role of central office administrators in relation to schools is to evaluate the total program of the school rather than specific decisions made by the principal and his staff. Persons from each of the functional areas in the administrative structure should participate in this evaluation.

The Elementary-Secondary School Split

Substantial evidence of an elementary-secondary school split exists in Waterloo County at the present time. This issue can be defined as the tendency for the elementary and secondary panels to be viewed as separate, with distinct needs, roles, and statuses in the organization, and to operate independently of one another.

The issue: Two Views.

The views on this issue differ not so much on the fact of the split, but rather on what can and ought to be done about it.

(1) The roots of the split lie in past history when school systems were in fact strongly separated along elementary-secondary lines. The effects of this history cannot be removed simply by creating a single school system which encompasses both elementary and secondary. Moreover, the means which might do most to reduce the split, such as the training of teachers and their professional organizations, are beyond the control of the Waterloo School Board. Thus there is little to be done within the system to reduce the split other than what has already been done. Given this situation, it is necessary to "balance" the system by ensuring that promotions to senior administrative and service positions go equally to persons from elementary and secondary backgrounds. In dealing with the operational and managerial aspects of schools, it is particularly necessary to ensure that people in contact with specific

schools have previous experience in those kinds of schools.

(2) The split is certainly a difficult one with which to deal. However, attempts to deal with it by accepting it serve only to perpetuate it. If persons from the two panels had more contact with each other, the split might be reduced. As a first step, people from the two panels should have forums in which they can discuss and make decisions about matters that are of mutual interest to them.

Discussion

The problem of designing an organization that would build an integrated K-13 system is not unique to Waterloo County, although the particular historical situation there, in the minds of many, has made solutions more difficult to find. While there have been some efforts made to establish better means of communication and articulation between the two panels, the split remains.

Indeed, the entire organizational structure of the county to some extent and the structure of the Operations division to a great extent reflect an attempt to balance positions of responsibility with persons from elementary and secondary backgrounds, rather than to integrate the system K-13. In effect, the criterion of "balance" has dictated both the number of administrative positions and the staffing of those positions, and the effect has been to foster the emergence of two educational systems, one secondary and the other elementary.

The split is a major cause of the issues related to separation of administrative functions, and it clearly affects the relationships of the divisions of Planning and Development and Educational Services to the schools. The split also contributes to the problems identified in the issue of the visibility of decision-making, since secondary headmasters as a group have access to senior administrators in ways not open to elementary school principals. Access of the one panel, but not the other, occurs in both formal and informal structures.

When the issue of the role of the school is addressed, for example, it becomes clear that secondary principals currently enjoy more autonomy and more direct involvement in decision-making than do elementary school principals. Because of their status and their ability to be heard outside of formal structures, the secondary principals are in a position to circumvent the area meeting as a means of communication, integration, and coordination with their elementary school colleagues.

In short, the current structure, communications, and decision-making processes have not effectively healed the split between elementary and secondary panels, but rather, in some important ways, they have perpetuated it.

Implications: Two views.

The implications of the issue stem from beliefs about the possibility of doing something about the problem. If the split is seen as virtually inevitable, there is little to do but recognize that fact and to represent the two panels as equally as possible in the decision-making system. If the split is viewed as difficult, but not intractable, then steps may be taken to improve contact between the two panels and ultimately to reduce the distance between them.

(1) Balance senior administrative positions by promoting persons to them from both panels. Design the administrative structure with respect to the number and kind of positions so that this principle of balance is evident in it.

(2) Create communication and decision-making forums in which persons from elementary and secondary backgrounds may communicate meaningfully with each other and take decisions on matters of mutual concern. Try to diversify the backgrounds of persons on promotion committees. Establish procedures which permit and encourage teachers and administrators to become familiar with the problems involved in schools of different kinds and levels. Experience

in schools of different sizes and kinds might be set as a desirable criterion for administrative promotion.

The Visibility of Decision-Making

Setting policy for and administrating a large school system is a challenging task. The issue here is whether it matters only that sound policies are set and effective decisions made to carry out these policies. Or is attention to the process by which policies are made also important, and is it desirable also to make plain how decisions are made and by whom? The issue: Two views.

In one view only the end point of policy and decision-making are important. The process by which policy is developed, and the details of the way it is implemented, are of minor importance in comparison to the quality of the policy and control over whether it is adopted or not. The other view holds that a full appreciation of policy requires knowledge of how it was developed, including information on what ideas are rejected as well on those that were accepted.

(1) Policy is the mechanism of control in complex organizations like a school system. Control of the overall organization depends upon the power to accept or reject policy proposals. Involvement in the process from which the policy proposal emerges or in the process by which the policy is implemented is not required to have overall decision-making control. The task of administration in a school system is to develop policy proposals and to implement them when and as they are accepted by the Board. If decision-making appears mysterious or invisible in this situation, it is due to the complexity of the policy questions and to the technical difficulties in carrying out wide-ranging policies. Everybody cannot be involved in developing and implementing every policy of a large organization like a school system. Some specialization and therefore some lack of visibility in the decision-making process is inevitable.

(2) The approval of policy making cannot be separated from the process

by which the policy is developed and the process by which it is implemented. Informed judgement on the quality of a policy also requires knowledge of alternatives to the policy recommended and knowledge about the way in which the policy is implemented and its effects. It is apparent that specialization in policy and decision-making is necessary. What is needed is greater information about policy alternatives as proposals go forward for ultimate approval and greater clarity about the effects of policies adopted and the problems encountered in attempting to implement them.

Discussion.

In examining the ways in which several important decisions are made in the Waterloo County educational system, it became apparent that the process of decision-making is often unclear. The system holds together and performs well. But how does it do so? What makes it run? The lack of visibility of key decision-makers and the limited involvement of others is not attributable exclusively, or even primarily, to the size of the system. Rather, it occurs because of problems in the basic structure where the educational functions are sharply separated, the role of the school is ill-defined, and elementary and secondary panels are split.

Problems related to the separation of functions and the interlock of divisions have been dealt with by reducing the Academic Council's decision-making functions and substituting decisions made between the director and individual superintendents. While this procedure avoids confrontations and solves the problem of over-representation of one division on the Council, it creates other problems of communication and coordination.

The Council and other administrative bodies throughout the system turn more and more to the establishment of ad hoc committees as a means of involving people without placing issues in an are an in which factions might have to confront each other. The problem is that the committee reports are often not acted upon effectively, as they might be if there were a single body corrdinating

their activities.

The need for an Executive Committee, with equal representation from the divisions, also becomes apparent as the decision process is examined. Lacking such a committee with power to serve as the final source of recommendations to be presented to the Board, an Agenda Committee of Academic Council has emerged. While this group consists of senior administrators, it does not have the formal authority to act as an Executive Committee. In particular, the absence of the director from this group limits its ability to function in this way.

Nowhere is the cloudiness of the decision-making process more critical and more apparent than in budget formulation and in policy-making. The trustees' role in both of these important decisional areas is limited because of their lack of background information about recommendations presented for their approval. In the budget decision, for example, the absence of program references makes priorities difficult to identify and alternatives elusive. In the policy-formation process, the presentation of a recommendation without information about the involvement of others and the alternatives considered places the Board in what is in effect a "rubber-stamp" role. The same situation occurs with regard to decisions on important staff appointments.

The role of the director in decision-making is critical. He frequently serves as a mediator or court of appeal. In doing so, he usually satisfies groups and individuals with his specific decisions. While this way of making decisions is successful, it is not the only way of dealing with problems of the current structure. Its main disadvantage is that while it successfully deals with day-to-day problems, it ignores and may in fact perpetuate underlying issues.

Implications: Two Views.

The divergence of views on this issue points in two contrasting directions. The first focuses on the quality of existing policy and decision-making and regards with indifference the process by which policy is developed and administered.

The second, while it may admit existing policies and decisions are of high quality, seeks to clarify the source and application of them. The first leaves the tasks of developing and administering policy largely to senior officials of the Board; the second seeks to involve others more fully in these processes. Those satisfied with existing policy and decision-making are likely to point to widespread involvement in policy-forming committees. Those dissatisfied with the process are likely to point to the cloudiness of decision-making procedures in the system and to doubt whether involvement in existing policy-making groups leads to influence within the decision-making process.

(1) Policy approval and policy evaluation may reasonably be separated from policy development and implementation. In particular, the roles of trustees and administrators differ sharply when it comes to policy-making. The role of trustees is largely to consider policy recommendations made to them and to assess that policy from time to time. The role of administrators is to develop and implement policy. To carry out their roles effectively, senior administrators need the trust of the Board and a considerable degree of independence when it comes to developing policy for Board approval and administering it after it is so approved. If trustees are dissatisfied with the policy recommendations made to them, they may and do initiate their own.

(2) Policy approval becomes most meaningful when it is connected to policy development and implementation. Unless policy approval is connected to a clear view of the development and implementat , of policy, the task of evaluating it becomes considerably more difficult and the likelihood that policy will be accepted without meaningful scrutiny is increased. Administrator and trustee roles are clearly different, but they should overlap to a degree needed to give trustees a clear picture of the possible alternatives on a policy issue and the likely consequences of adopting these alternatives.

Without involvement and experience in policy development and implementation, trustees are seldom able to come up with alternatives to the recommendations made to them by their officials.

CHAPTER V

RECOMMENDATIONS

In this chapter, we present three alternative academic organizational structures for the Waterloo County Board of Education, together with appropriate decision-making bodies to support them. For each of these alternatives, the basic principles of organization inherent in the design are discussed briefly. The principles may be used as criteria in comparative evaluation of the three plans.

It will become clear that Alternative A is that of the existing organizational structure, while Alternatives B and C were designed to resolve, in somewhat different ways, the four key issues identified in the preceding chapter. More specifically, the study team has recommended organizational and decision-making changes that would redefine the role of the school, serve coordination and communication among the various academic functions, move toward K-13 integration, and clarify decision-making processes. The relative resolution of the key issues becomes yet another criterion for evaluation of the alternatives, and this is discussed in the second section of the chapter.

Finally, we present the broader, more theoretical propositions stated in Developing School Systems[1] and discuss the alternatives from these perspectives.

THREE ALTERNATIVES FOR ACADEMIC ORGANIZATION

Alternative A

Figure X depicts the current Waterloo County academic administrative organization and its decision-making bodies. There are six administrative levels between a school principal and the Board: the director, assistant

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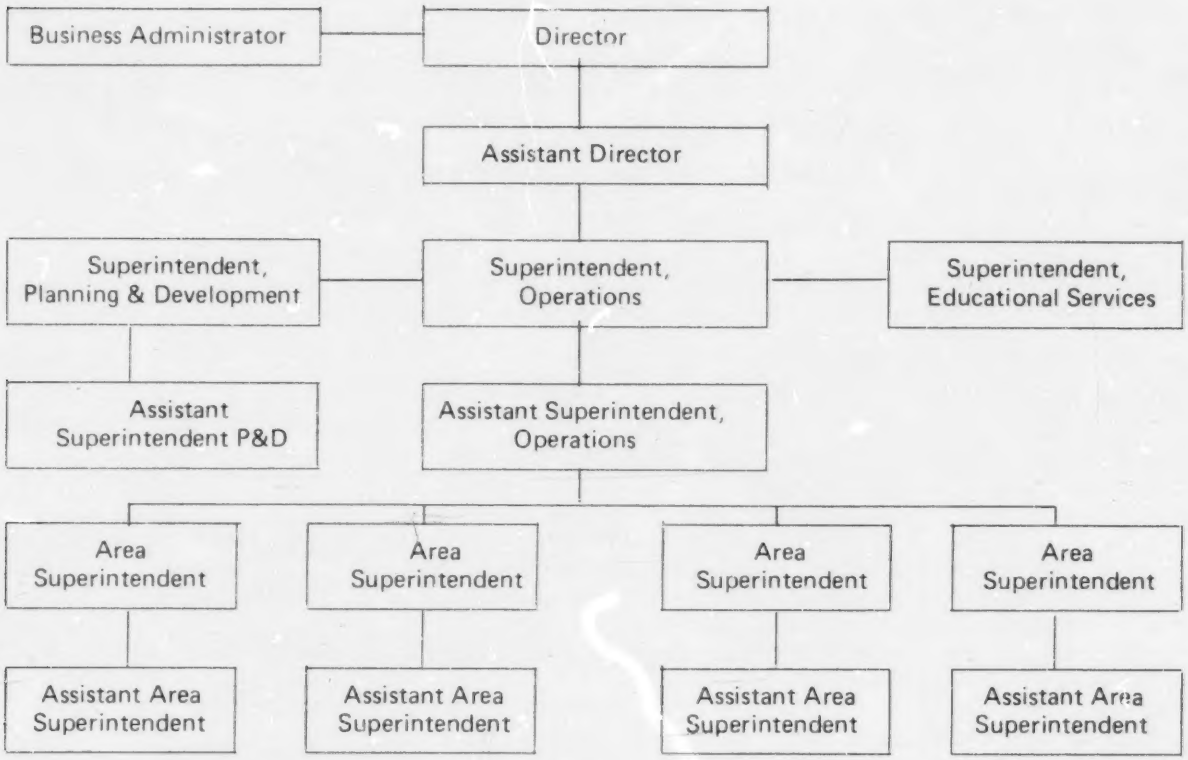
[1] T.B. Greenfield, et al., Developing School Systems (Toronto: Ontario Institute for Studies in Education, 1969).

ALTERNATIVE A

THE EXISTING ORGANIZATIONAL STRUCTURE

Figure X



DECISION MAKING BODIES

Agenda Committee

Business Administrator
Assistant Director
(3) Divisional Superintendents

Academic Council

Assistant Director
(3) Divisional Superintendents
(4) Area Superintendents
(4) Assistant Area Superintendents
Assistant Divisional Superintendents
Business Administrator

Divisional Councils

Divisional Personnel

Area Meetings

Area Superintendent
Assistant Area Superintendent
Principals

director, superintendent of operations, assistant superintendent of operations, area superintendent, and assistant area superintendent. Although the three functional superintendents appear on the same hierarchical level in the chart, only one of them (Operations) has line responsibility over the schools. While this simplifies accountability, the emphasis in Operations on supervision of personnel means that no clear responsibility for joint planning and implementation of educational programs and use of personnel resources can occur systematically. This fault in the structure is evident in the present decision-making bodies, in which principals participate only in area meetings with their respective area superintendents and assistant area superintendents, each of whom is responsible to the Operations superintendent only.

The concept of overlapping work groups refers to the theory espoused in Developing School Systems that organizations are more effective when persons function not as individuals but as members of work groups. It was suggested that school systems be organized into work groups (or decision-making groups), with each group linked into the overall organization by means of people who hold overlapping group membership. The linking is accomplished by the leader of one group functioning as a subordinate in a group at a higher level, and so on throughout the organization. While the decision-making bodies of Waterloo County encompass the principle of overlapping work groups, they focus more on the function of personnel supervision than on other functions. This is not to say that principals are not represented on planning groups with other divisions, but that their major part in the formal chart specifies only those groups related to a single function in the system.

Furthermore, the provision of eight positions below that of the Operations superintendent and his assistant superintendent reflects the emphasis in the system on personnel supervision rather than upon program development, professional development, and provision of educational services to schools. The

design of area groupings, the basic unit in the system, reflects the desire to contribute to K-13 integration in units of manageable size, and with a mix of urban and rural schools. On the other hand, the balancing of incumbents in the positions of area and assistant area superintendents would indicate a higher priority on balance as an organizational principle than on integration.

Alternative B

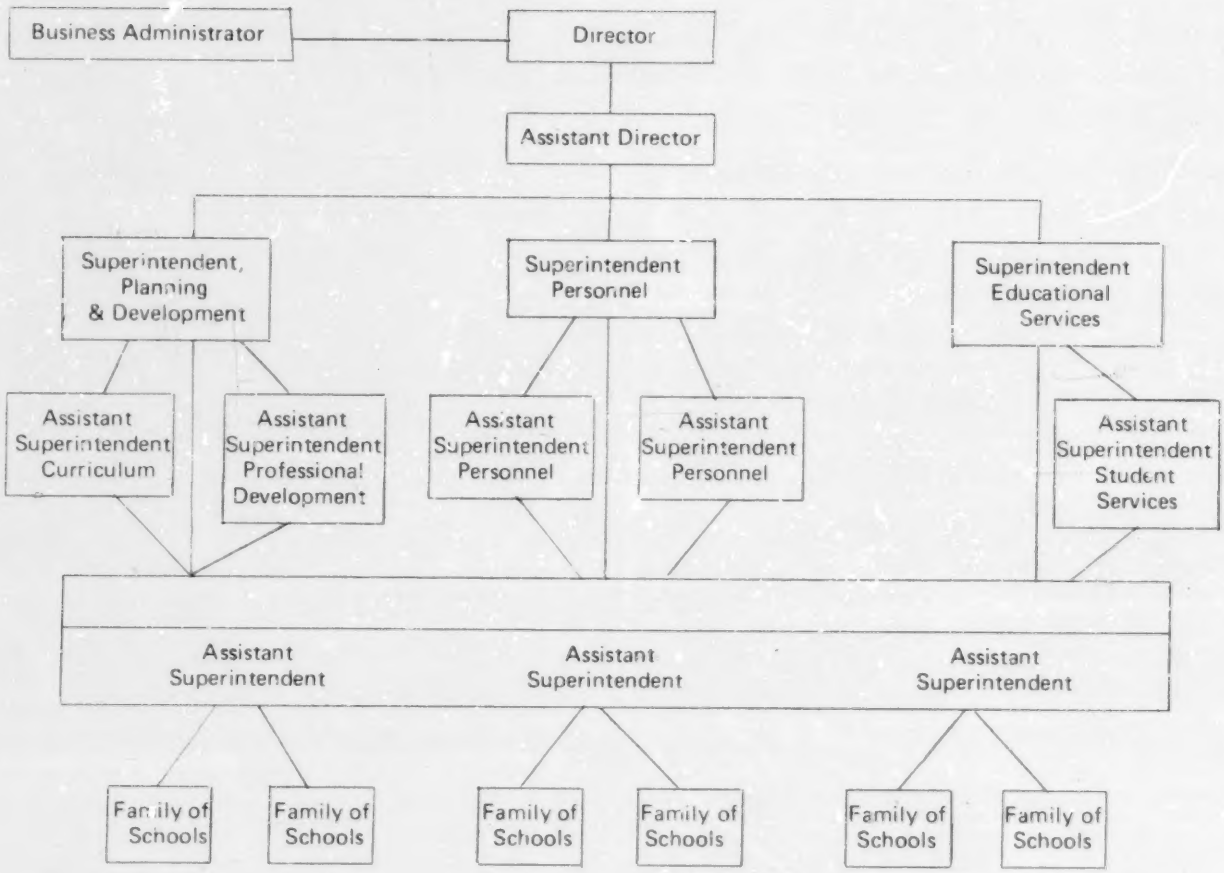
There are five administrative levels between school principals and the Board in Alternative B: the director, assistant director, the functional superintendents, assistant functional superintendents, and assistant superintendents (family). The entire organization is based upon the family of schools as the basic administrative unit. Each assistant superintendent is responsible for at least two families of schools, each with the secondary schools and their respective feeder elementary schools within a geographic location. The three functional superintendents, Planning and Development, Personnel, and Educational Services, not only appear on the same line in the administrative chart, but have equal responsibility for the operation of the school in terms of school program and allocation of personnel resources. The position of assistant director is pivotal in Alternative B, since he functions to coordinate the activities of the three functional superintendents and the families of schools.

Alternative B has five basic decision-making bodies. Here the school principal is represented in a family council and in the schools council, which is system-wide. The assistant (or family) superintendent serves on family councils, the schools council, and on the Academic Council, and he is represented on each of the divisional councils. Thus the concept of overlapping work groups is present to a greater extent in Alternative B than in A. Furthermore, the inclusion of an Executive Committee, along with the role of the assistant director on the schools council, serves the principle of effective coordination and communication as well.

ALTERNATIVE B

A DESIGN WITH THREE EQUAL FUNCTIONS RELATED TO FAMILIES OF SCHOOLS

Figure XI



DECISION MAKING BODIES

Executive Committee

Director
Business Administrator
Assistant Director
(3) Divisional Superintendents

(6) Family Councils

Assistant Superintendent (Family)
Principals

Academic Council

Executive Committee
(8) Assistant Superintendents

(3) Divisional Councils

Divisional Superintendent
Assistant Superintendents (Division)
(1) Assistant Superintendent (Family)
Other division personnel

School Council

Assistant Director
(3) Assistant Superintendents (Family)
Principal Representatives

Note:

Assistant Superintendents (Family) are each members of one divisional council; one family superintendent (in rotation) sits on the parllel Business committee.

Another major change in Alternative B is the change of the Operations division to that of Personnel, with but two assistant superintendents. The change in title of the superintendent reflects the reality of the existing functional priority within that division on the supervision of personnel, but it also reflects the decentralization of that responsibility to school principals, in that there are only two assistant superintendents with personnel responsibilities. The two assistant superintendents may have responsibility for teacher evaluation in secondary and elementary schools respectively, but a fuller commitment to the principle of K-13 integration would eliminate those specifications. The distribution of personnel in the structure is also different in that additional assistant superintendents have been assigned to Planning and Development and Educational Services. Thus the total organization of positions reflects a more equal distribution of personnel in support of all three functions, in line with the view that sees each function as being of importance. This view contrasts with that embodied in Alternative A where personnel preponderantly serve one function.

The establishment of smaller basic units, namely, families rather than areas, further exemplifies the priority given to decentralization of responsibilities to school principals rather than to close supervision by central office administrators.

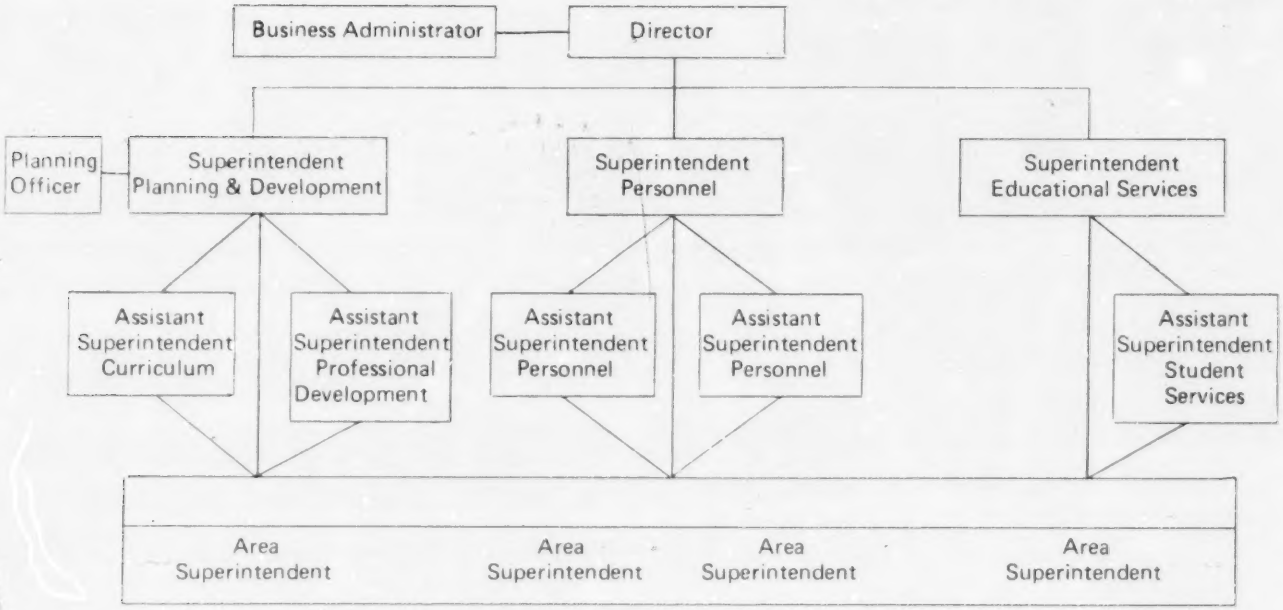
Alternative C

In Alternative C, there are only four levels between the school principal and the Board: the director, the functional superintendents, the assistant functional superintendents, and the area superintendents. Internally, each of the three divisions consists of the same staff positions shown in Alternative B. That is, each is equal in line responsibility for the schools, through area superintendents (rather than through assistant superintendents of families), and each has assistant superintendents with particular responsibilities.

ALTERNATIVE C

A DESIGN WITH THREE EQUAL FUNCTIONS RELATED TO AREA UNITS

Figure XII



DECISION MAKING BODIES

Executive Committee

Director
Business Administrator
(3) Divisional Superintendents

Council of Area Superintendents

(4) Area Superintendents
(Chair rotates)
2 Principal Representatives from *each* Area Executive.

(4) Area Executive Committees

Area Superintendent
2 Secondary Principals
4 Elementary Principals

Area Meetings

Area Superintendent
Principals

Academic Council

Executive Committee
(5) Assistant Superintendents
(4) Area Superintendents

Note:

3 Area Superintendents each belong to one Divisional Council; the fourth sits on the parallel Business Committee

(3) Divisional Councils

Divisional Superintendent
Assistant Superintendents
(1) Area Superintendent

Either alternative design B or C could be made more flexible by eliminating the specific part of the titles of functional assistant superintendents (Curriculum, Professional Development, and Student Services), making them responsible for different functions to be determined as needs of the system dictate. For the time being, however, the titles suggested represent an intermediate step. In the opinions of the study team, furthermore, these specific functions currently need clear leadership and coordination.

The position of area superintendent implies that the principle of geographic division of schools into groups could be continued, but the reduction in the numbers of superintendents and the change in line responsibility of the equal functional superintendents imply a change in the role of the school.

There are six decision-making bodies related to Alternative C. The Agenda Committee of Academic Council has been changed to that of an Executive Committee, and its membership is changed accordingly. As well, the Academic Council is shown to consist of the Executive Committee plus the five assistant superintendents and the four area superintendents. Since only three of these administrators are from the Personnel division (the division corresponding to Operations in Alternative A), each division has roughly equal representation in the council. The notion of overlapping work groups appears as well in the divisional councils, on each of which one area superintendent serves. This change from Alternative A also enhances communication and coordination. Further, the establishment of a Council of Area Superintendents, with principal representatives, means that further coordination may occur among each of the groupings of schools.

The proposal includes an Area Executive for each grouping of schools, which includes two secondary principals, four elementary principals, and the area superintendent. This group could prepare the agenda for area meetings and plan for policy recommendations or policy implementation, strengthening the

coordination, communication, and involvement throughout the system. Area meetings would still occur in this organizational structure, but their place in the overall structure would be clearer, and they would have more opportunity to deal with program concerns rather than serving as informational meetings only.

RESOLUTION OF THE KEY ISSUES IN THE ALTERNATIVES

Since we have already evaluated the existing structure, Alternative A, in terms of the four key issues, no further discussion of its relative merit will be presented here. Instead, we present the major features of Alternatives B and C which address the issues of concern identified in the preceding chapter.

Separation of Administrative Functions

In both Alternatives B and C, the organization is designed to increase the interlock among the functional divisions. In Alternative B, this interlock is further enhanced by the redefinition of the role of the assistant director as an "Academic Superintendent," responsible for the coordination of the academic program in the schools of Waterloo County. Both alternatives increase the number of superintendents in functional roles other than that of teacher supervision and evaluation, a change that serves to redefine the system's priorities. New functional roles have been developed to meet needs for professional development, for program planning, and for the provision and coordination of student services. Further, both alternatives reduce the present redundancy in roles; there are no assistant area superintendents or assistant family superintendents. Finally, there is no need in either alternative for an Operations council; rather, there are divisional councils, each of which has representatives from the area or family level. The design of accompanying decision-making bodies in each alternative contributes to the interlock among divisions, to the coordination of their efforts, and to

communication within the system.

The Role of the School

In both Alternative B and C, the role of the school is clarified and revolves around an emphasis on program rather than evaluation of personnel. This is reflected in the equality of line responsibility among the functional superintendents, in the reduction in numbers of levels and in numbers of assistant area superintendents, and in the representation of principals on decision-making bodies. The responsibility of the school principal for teacher supervision is especially enlarged, as is his responsibility for the total school program. Both alternatives maintain a flat structure, or actually flatten the existing structure further, by decreasing the number of levels and increasing the number of councils.

The Elementary-Secondary Split

There is obviously a greater emphasis on K-13 integration in Alternatives B and C than in the present structure by the provision of accountability of school principals to each of the three functional superintendents and in the provision of decision-making bodies that would facilitate K-13 planning and implementation in a program sense.

Alternative B, which includes families of schools, is probably superior to Alternative C in that the area structure currently has been relatively weak in establishing a basis for integrated planning and program implementation. Families of schools have already been considered in some of the system's areas, and this unit seems to be one that would be more meaningful to individual schools. It appears easier for teachers and principals to identify with other schools into or from which their students move than to identify with an arbitrary geographical grouping.

Visibility of Decision-Making

Both Alternatives B and C increase the visibility of decision-making by

establishing an Executive Committee that would receive policy recommendations from all levels in the system, make recommendations accordingly to the Board, and start the process of policy implementation in the system. This would be the point at which all final decisions with regard to recommendation or implementation would be taken. It would also serve to equalize the impact or influence of the service divisions with that of the personnel division. Alternatives B and C would move the system further in the direction of visible and decentralized decision-making by the establishment of more overlapping groups, and by the representation of school principals on major decision-making bodies.

ORGANIZATIONAL PROPOSITIONS AND THE THREE ALTERNATIVES

In Developing School Systems, the focus is upon a planning and decision-making model which would enable a school system to develop effective instructional programs at reasonable costs. After developing this model, the manual discusses organizational issues by defining the functions of an educational organization and by describing structures which support them. The basic decision-making model is developed around the proposition that an organization is more likely to be effective if its activities are governed by the organization's purposes and if resources are allocated to the activities which best serve those purposes. If one evaluates the three alternatives in this chapter in the light of this proposition, it becomes clear that the current structure, Alternative A, indicates some concern for three functions within the academic structure (e.g., three academic divisions), but there is an unequal status among them and an unequal allocation of resources among them. The current organizational structure supports the belief in relatively close supervision of academic personnel in schools, but leaves relatively uncoordinated the efforts of program planning, development of personnel, and provision of special services to schools.

In addressing the issue of decision-making in the school system, the manual Developing School Systems states as a guiding proposition that school systems are more likely to be effective if the roles of the school board and the administrators in the decision-making process are complementary, clearly understood, and mutually accepted. We have seen in this report that the decision-making process in Waterloo County is currently unclear in many aspects. Both Alternatives B and C would not only clarify the process, but would also make the role of the board in policy-making one based upon knowledge and understanding of the involvement of others within the system. There would be greater emphasis on the effectiveness of the process of policy development rather than solely upon the worth of the policy decision itself.

In discussing school system organization, Developing School Systems states two propositions: an organization is more likely to be effective when its personnel function not as individuals, but as members of effective work groups; and effective school organizations are characterized by a high degree of decentralization of decision-making. While the current organizational structure of Waterloo County was based upon these two principles, practice within it tends to diverge from them. The problem of interlock and the unequal representation of one of the three divisions have contributed to the emergence of extra-organizational means of making decisions, without use of the overlapping groups for purposes of joint planning, coordination, and communication. Thus the groups that exist serve primarily as communication devices from the top level downward, rather than as input to the final decision-making body from all levels in the system, and with regard to all functions in the system. Both Alternatives B and C would address this problem to some extent, while Alternative B is probably slightly better with regard to decentralization and overlapping memberships as far as school principals are concerned.

Two other organizational propositions from Developing School Systems are directly related to the consideration of alternative organizational structures for Waterloo County. The first holds that an organization is more likely to be effective if the conditions of work are both stimulating and satisfying to employees, and the second that a school system is more likely to be effective if its purposes are clearly related to the needs of the society it serves. With regard to the first of these propositions, we have seen that the current organizational structure stresses supervision of personnel, rather than effectiveness of program. While this emphasis is a traditional one and well understood by teachers, it is doubtful that it contributes much to morale among them. More importantly, however, this emphasis upon supervision of personnel fails to provide a basis for developing and improving school program. Clearly, either Alternative B or C would restructure the issues of recruitment, selection, promotion, staff development, and evaluation, involving all functional superintendents and school principals and focussing upon program priorities and effective provision of programs.

With regard to the latter proposition, it should be stated that all school systems strive to establish organizational structures that will provide for the constant interchange of information between the school system and relevant parts of that society or total community. However, community residents often find it easier to identify with those schools attended by their own children or by the children of their neighbours; the size and complexity of larger boards often work against the interchange of attitudes between school and community. Where decision-making is centralized, then, the probability of reflecting the needs and views of the community as a whole are somewhat diminished. Organizational structures that define a greater role for schools, and that decentralize some of the

decisions at that level, enhance the possibility for this mutual sharing and communication between school and community.

Both Alternatives B and C are designed with a clearer role for the school in program planning and development, as well as accountability of the principal for the total school program. These alternatives, therefore, recognize the basic organizational principle that while decisions related to the planning, development, and operation of educational programs will occur at all levels of the organization, the primary decision-making and the primary responsibility will be located at that point closest to which the programs will be carried out. These alternatives would enable work groups to function effectively, would allow for sufficient organizational integration and program coordination, and would give responsibility to the principal for the development of curricula, the selection and development of professional personnel, and the provision and management of resources, physical, financial, and human. The role of central office administrators would be to support the principal in the attempts at program development and implementation, and to ensure that the more general policy priorities of the board are reflected in program decisions at an operational level. While the alternatives presented could be adopted without moving toward such an enlarged role responsibility for school principals, the system's decision-makers should be cognizant of the potential in either organizational structure for the realization of such purposes.

CONCLUSIONS

In summary, this chapter has presented some alternatives and has attempted to highlight the organizational principles that are characterized by each of the three structures. It is always easier to recommend structures than to implement them, and the study team realizes that many problems would require further elaboration and study if changes are to be introduced. However, we commend the board in examining the current structure prior to a time when a

number of retirements are pending.

We recognize that the report is a complex one, reflecting as accurately as we can the complexity of a large county board. We would not expect trustees to attempt to grapple with all particulars of the system's organizational structure. The task of translating board priorities into an organizational design has traditionally been delegated to directors of education, for good reason. On the other hand, we state again our feeling that the board must confront the issues underlying the current structure and its operation, establish clear priorities for education in Waterloo County, so that the structure may be strengthened or revised with these priorities in mind. As we have argued earlier in this report, the board must decide whether the current structure reflects current priorities: How much supervision of personnel is necessary and desirable? To what extent do trustees desire a balance between persons with elementary and secondary backgrounds in positions of responsibility? More importantly, what are the functions the schools should serve, and how can we best serve these? Finally, what should be the role of the school in Waterloo County?

These are difficult issues to resolve, but their resolution will provide the most meaningful set of criteria upon which to plan and evaluate models of organization. We hope that this report will serve to inform that discussion and to assist in the development of an organizational structure that will continue to serve the needs of the county.